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ABSTRACT

This report of the Council on Quality Education to the 1981 Minnesota Legislature containing data current through fiscal 1980, discusses policy issues related to early childhood and family education within the state. The report's eight chapters describe the following: (1) nine revised policy recommendations; (2) the conceptualization and implementation of Minnesota's early childhood and family education programs; (3) the research base for the early childhood and family education programs; (4) data on the cost-effectiveness of programs for young children and their families; (5) evaluation findings compiled since the Minnesota programs began; (6) data on the participation of adults and children; (7) the relationship of costs to participation data; and (8) the future financing and administration of programs. Additionally, the report provides a bibliography of material related to early childhood and family education. Appendices offer a copy of the legislation upon which the program is based and other supporting material. (Author/RH)

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A STUDY OF POLICY ISSUES RELATED TO EARLY CHILDHOOD AND FAMILY EDUCATION IN MINNESOTA

A Report to the Minnesota Legislature

February, 1981

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Minnesota Council on Quality Education

St. Paul, Minnesota

Compiled by
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The greatest and most important difficulty of human science is the education of children . . . it is no hard matter to get children; but after they are born, then begins the trouble, solicitude, and care rightly to train, principle, and bring them up.

--Montaigne

TABLE OF CONTENTS

CHAPTER 1:	Executive Summary	1
SECTION I:	MINNESOTA'S EARLY CHILDHOOD AND FAMILY EDUCATION PROGRAMS	19
CHAPTER 2:	The Concept and Implementation	20
SECTION II:	PERSPECTIVES ON MINNESOTA'S PILOT EFFORT	32
CHAPTER 3:	The Research Base for Family Programs	33
CHAPTER 4:	Cost-Effectiveness of Programs for Young Children and Families	45
CHAPTER 5:	Minnesota Program Evaluation	50
SECTION III:	COSTS OF EARLY CHILDHOOD AND FAMILY EDUCATION IN MINNESOTA	66
CHAPTER 6:	Participation by Service Components	67
CHAPTER 7:	Participation and Cost Data	81
CHAPTER 8:	Financing and Administering Early Childhood and Family Education	92
SECTION IV:	BIBLIOGRAPHY	100
SECTION V:	APPENDICES	116

Chapter I: Executive Summary Of A Study Of Policy Issues Related To Early Childhood And Family Education In Minnesota

Background of the Council on Quality Education

The Council on Quality Education (CQE) was established by the Minnesota Legislature when it passed the landmark school finance reforms in 1971. The purpose was to provide a source of State funds to help local school districts try out cost-effective and innovative educational ideas. Since that time and including fiscal 1981, the Council has funded more than 110 of these projects in local educational agencies in Minnesota. A variety of areas have been addressed including: agriculture, art, human relations, environmental education, math, reading, science, social studies, school management, and computer technology.

The 1980 Legislature also appropriated $75,000 for several pilot programs to help school districts make available and improve services to handicapped adults. CQE provided grants to four of these programs in fiscal 1981.

The Council's membership is listed below, and is structured to include ten representatives appointed by the Governor -- one for each Congressional district, and two members at large. Nine appointees of various educational organizations comprise the remainder of the members.

Ms. Anna Barker
Cottage Grove
Governor's Appointee, 1st Congressional District

Dr. Harold Burch
Mankato
Representing: State University Board

Ms. Loria Danage-Scott
Maplewood
Governor's Appointee, 4th Congressional District

Ms. Evy Fischlowitz
St. Louis Park
Representing: Minnesota State Advisory Council for Special Education

Ms. Darlene Hanson
Slayton
Governor's Appointee, 6th Congressional District

Ms. Patt Hobbs
Hutchinson
Governor's Appointee, 2nd Congressional District

Ms. Lucille Lackore
Winona
Governor's Appointee, Member-At-Large

Ms. B. J. Mahling (Chairperson)
Minneapolis
Governor's Appointee, Member-At-Large

Mr. Robert Meeks
St. Peter
Representing: Minnesota School Boards Association

Dr. Chandra Mehrotra
Duluth
Representing: Private College Council

Mr. Richard Moss
Long Prairie
Representing: Minnesota Education Association

Mr. Gail Peterson
Minneapolis
Representing: Minnesota Federation of Teachers

Ms. Jane Preston
White Bear Lake
Representing: State Advisory Council for Vocational Education

Ms. Judy Roy
Red Lake
Governor's Appointee, 7th Congressional District

Mr. Cecil Smrstik
Ranier
Governor's Appointee, 8th Congressional District

Ms. Joyce Storla
Fridley
Governor's Appointee, 5th Congressional District

Mr. Wesley Waage
Fergus Falls
Representing: State Board for Community Colleges

Ms. Lorraine Ziemer
Roseville
Governor's Appointee, 3rd Congressional District

Vacancy
Representing: Regents of the University of Minnesota

History of the Early Childhood and Family Education Legislation

Minnesota's early childhood and family education legislation was developed by Senator Jerome Hughes and initially passed in the 1974 Session. Administrative responsibility for implementing the program was directed at the Council on Quality Education (CQE), which has viewed the program as a special assignment complementing its role in improving education. As a requirement within the legislation, CQE was asked to appoint an Advisory Task Force to assist it in overseeing the program. Comprised of nine members, the Task Force has been structured to include a majority of parents, and to reflect representation from the fields of health, education, and welfare. Its membership is listed below.

Mr. Richard Blackburn
Woodbury, Parent

Ms. Kathy Danford
Minneapolis, Parent

Ms. Erna Fishhaut
Center for Early Education and Development, University of Minnesota
Minneapolis

Dr. Marjorie Oelerich
Mankato State University
Mankato

Mr. David Olson
Hastings Public Schools
Hastings, Social Worker

Mr. Ted Bowman
Family and Children's Service
Minneapolis, Parent

Ms. Phyllis Ellis
St. Louis Park, Parent

Dr. Pamm Mattick
College of Education, St. Cloud
State University
St. Cloud, Parent

Ms. Margaret Stanley
Marshall, Public Health Nurse

The initial appropriation for program grants was $230,000 for fiscal year 1975. The Council and Task Force reviewed 43 applications, out of which six were recommended to and approved by the State Board of Education for support during the 1974-75 year.

During the following legislative session, the appropriation was increased to $470,000 per year for the fiscal 1976-77 biennium. Subsequently, the Council and Task Force approved continuation grants for five of the original six programs (one was terminated), and new grants were approved for eight additional locations. At the end of fiscal year 1977, 13 programs were receiving early childhood and family education grants.

The appropriation for the fiscal 1978-79 biennium was increased to $777,000 per year. CQE was instructed to fund a minimum of 22 sites. Continuation grants were approved for the 13 existing programs in the spring of 1977, and proposals for new programs were reviewed that summer. By the following October, additional grants for nine new local programs had been approved for fiscal year 1978. Continuation grants for fiscal year 1979 were approved by the Council and Task Force the following spring for all 22 sites.

The 1979 Legislature increased the appropriation to $1,650,000 for fiscal 1980 and $1,767,000 for fiscal 1981. In 1979, CQE approved continuation grants for 23 existing programs, as one program split into two separate service areas. Forty-seven proposals for new programs were received with requests totaling $1,503,066, resulting in 13 new programs by October, 1979. In the spring of 1980, continuation proposals for each of these 36 programs were approved. Of the 36 currently funded programs, nine are funded in cities of the first class, 10 in metropolitan suburbs, and 19 outside the seven-county metropolitan area.

Presently, Minnesota's early childhood family education program is in its seventh year of "pilot" status. During the 1981 legislative session, the future of the program will be reexamined. This updated study of policy issues related to early childhood and family education is intended to assist in that process.

The Concept of Early Childhood and Family Education

Early childhood and family education, as implemented in these grants, directly reflects the assumption that parents are their children's primary and most influential teachers. Statute defines three purposes for the programs: to strengthen families; to help parents provide for their children's learning and development; and to help young children develop their physical, mental, and social potentials.

The program has a strong base in research which shows that the years from birth to age six are crucial to all aspects of the child's development, and that families are the most significant influence on this growth process.

There is no income-related eligibility for participation. Services are available to all families who are expecting or have children between the ages of birth and kindergarten enrollment and who reside in the area receiving the grant. The legislation suggests that this area be the attendance boundaries of one elementary school, although CQE can authorize a program to serve a larger area within a school district.

Each local program's operations are overseen by an advisory council which must have a majority of participating parents. The council is appointed by the local school board. It must report to the Council on Quality Education, the local school board, and the district's community school advisory council, if one exists.

The eligible applicants for early childhood and family education grants are local school districts. However, in seven of the 36 sites, full or partial services are provided through contracting with private nonprofit agencies in the community, including child care resource centers, day care programs and Indian reservation business committees.

Because early childhood and family education focuses on strengthening the role of the parent, the following types of services are offered: parent education group discussions; home visits; developmental activities for children and families; access to libraries of toys, books and parenting materials; distribution of newsletters with parenting information; and pre-parenting education for secondary students. In some cases, local programs provide early health screening for children younger than those served under other State legislation.

In all instances, there is a strong emphasis on helping families become aware of services available from other community agencies. No program directly provides full-time child care or nursery school services. Since the programs are locally administered, each of the 36 is unique.

Policy: The 1979 Study

The 1977 amendments to the program's legislation, in addition to expanding the number of local sites, requested that the Council on Quality Education and its Advisory Task Force conduct a study of policy issues involved with providing early childhood and family education in Minnesota. The study was to be completed by January 15, 1979.

It was anticipated that the study would be closely related to the future of the program. Consequently, the Council and the Task Force established the following objectives for that effort:

(1) To provide a national perspective on the concept and the implementation of early childhood and family education;

(2) To highlight areas of agreement among major organizations in early childhood and family education at the State and national levels;

(3) To provide opportunity for a comprehensive review of concerns related to the delivery of early childhood and family education services at the State level;

(4) To provide evaluation information on the CQE early childhood and family education programs to enable an assessment of their quality and potential impact; and

(5) To provide recommendations with accompanying rationale to the Legislature on the future of early childhood and family education in the State.

As a beginning point for the study, a major review of perspectives reflected both in the professional literature and in programs throughout the country was undertaken with the assistance of a contracted consultant. The review helped focus on issues -- points of disagreement, as well as serving to define areas in which there was agreement among organizations and researchers in the field. This helped to fulfill objectives one and two of the study.

Objectives two and three were addressed by the Council and Task Force through the conduct of a series of meetings with organizations, agencies, and individuals having a critical role in and concern with early childhood and family education in Minnesota. This series of formal policy discussions included:

- State legislators -- July 12, 1978
- Elementary principals of schools served by the CQE-funded programs -- September 13, 1978
- Staff persons from the local early childhood and family education programs -- September 22, 1978
- Department of Education staff -- November 22, 1978
- State-level organizations and agencies concerned with early childhood and family education -- December 7, 1978

As appropriate for the respective groups, research data and other information related to early childhood and family education were overviewed. These presentations included a summary of a study by the U.S. General Accounting Office on the effectiveness of parent-focused programming designed for young children and families. Dr. David Weikart overviewed research on the cost benefits and long-term impact on participants in the Perry Preschool Project, located at Ypsilanti, Michigan. Dr. Michael Patton summarized findings from parent interviews and on-site observations for the CQE programs as compiled by the Minnesota Center for Social Research. Discussion in the meetings subsequently focused on areas identified as issues in the review of programs and the literature.

Objective four of the policy study was accomplished by summarizing studies evaluating the Minnesota early childhood and family education programs since their inception. These data included: on-site reviews of local programs, surveys of parent reactions to program services, analysis of cost and participation information, and reviews by independent observers on the extent programs met selected quality criteria.

To attain the fifth objective of the study, members of the Council on Quality Education and its Advisory Task Force attempted to synthesize the information and viewpoints that emerged through their work on the study, as well as their direct experience with the early childhood and family education programs. The study was completed in January, 1979 and used by the Legislature in its decision to expand the number of programs from 22 to 36 for the next biennium.

Policy: The 1981 Update

Through its ongoing contact with a variety of agencies, organizations, and individuals, and experience with the operation of 36 early childhood and family education programs, the Council has revised and updated the earlier study in this document. It contains data current through fiscal 1980, and presents revised policy recommendations for the 1981 Minnesota Legislature. These are summarized and discussed in the remainder of Chapter I.

Recommendation One:
The Future Of Early Childhood And Family Education Programs

The Council on Quality Education and its Advisory Task Force strongly recommend that the Legislature authorize continued growth toward statewide availability of early childhood and family education programs as soon as the economy brings a turnabout in State revenues. Manageable expansion would be to add programs at the rate of approximately 15 per year. Thus, program growth would reach 50 locations from the present 36 in the first year of a revenue turnaround, extending to 65 sites in the year following that.

To prevent an increase in State administrative costs, future growth should be accompanied by conversion of existing, "proven", programs to some type of formula-aid support from the present system of financing with negotiated grants. New and "young" programs would, however, continue to be funded with this mechanism, receiving recycled CQE staff support in in-service, monitoring, and technical and start-up assistance.

The Council and Task Force will continue to study factors necessary for a successful aid formula for early childhood and family education, and will present detailed recommendations for its implementation to the 1983 Legislature.

DISCUSSION

Throughout this study, there has been strong recognition that Minnesota has developed an important concept. The experience of the Council and Task Force is that early childhood and family education is workable in a variety of settings.

Nonetheless, the members of these groups feel that the full range of options for deciding the future of the program should be considered. The Council and the Advisory Task Force have discussed various alternatives with a range of agencies, organizations, and individuals over the course of their experience with early childhood and family education. The option receiving the strongest support is embodied in this recommendation: that early childhood and family education be implemented throughout the State through a long term phase-in process, based on voluntary participation by local school districts and communities.

This is the seventh year of the Council's experience with this program. Its members and the Advisory Task Force feel there is broad consensus that, provided the program is operated in general accord with the way this piloting has occurred, this is an appropriate point to adopt the policy posture that early childhood and family education services shall be made available throughout Minnesota. This posture is supported by the heightened demand for early childhood and family education services as evidenced by the increasing number of calls and letters requesting grant application information received by the CQE office in recent years. Additionally, over 800 copies of the original (1979) policy study have been distributed on request to persons from across Minnesota and other areas of the United States.

A second option that has received consideration at points within the last seven years is that of expanding the program to all school districts through mandating legislation. This option does not have the support of the Council and Task Force. In their experience with the program, they have found that implementing early childhood and family education requires a strong commitment and extremely delicate administration. The existing 36 programs have been able to establish high quality services. The Council and Task Force want to be confident that new programs will operate on a similar quality level and consider mandated Statewide implementation to be detrimental to that goal.

A third option for State action is to terminate the program. The Council and Task have not encountered any support for this option. While their work has provided an extended opportunity to review a variety of concerns related to the administrative development and refinement of the program, there appears to be virtually unanimous support for its continuation in some form.

A final option for State consideration is to maintain the present commitment and support only the 36 local programs during the next biennium. In the opinion of the Council and Task Force, this would tend to reduce early childhood and family education to interminable pilot status. Based upon the evaluation findings on the programs, there appears to be little rationale for making early childhood and family education a permanent pilot program. This option should only be considered as a temporary measure pending improvement in the State revenue situation.

The Council and Task Force believe that early childhood and family education should be viewed as an integral part of the ongoing educational system in Minnesota, and as a way of increasing its cost-effectiveness. Beyond the success of these State programs, this position is based on the increasing volume of research from across the country supporting the potential of early childhood programs to actually pay for themselves through reduced retentions in grade and special education expenditures. Early childhood program "graduates" also appear to have higher projected lifetime earnings. Finally, early childhood and family education programs in Minnesota are building the base for an increased level of parental involvement that will extend into the early elementary years and beyond.

Recommendation Two:
Program Sponsorship

Members of the Council and its Advisory Task Force recommend that early childhood and family education funds be transmitted from CQE to local school districts operating K-12 instructional programs. The Council and Task Force recommend, however, that local school districts be required to solicit and be receptive to the involvement of other agencies, including private nonprofit agencies, in the process of preparing a proposal for these funds.

DISCUSSION

The issue of which agencies should administer and "sponsor" early childhood and family education programs was highlighted in the earlier review of the literature conducted for the Council and Task Force. It has also received considerable attention in policy discussions since the inception of the authorizing legislation.

CQE funds are transmitted only to local school districts. However, other agencies have successfully participated as providers of services by contracting with local school districts. Presently, this kind of arrangement is used to provide virtually the entirety of the program at seven sites. Importantly, a formal involvement of this kind is an option of the local school district. It must, however, otherwise cooperate with any agencies in the community providing related services.

The Council and Advisory Task Force have had favorable experience with this administrative arrangement, and endorse its continued use to the Legislature. Concomitantly, they have stressed the need for cooperation and avoidance of duplication at the local level, along with being receptive to proposals from districts with agencies able to provide the services on a contracted basis.

Nonetheless, opinions favoring the alternative of making grants directly available to any qualified agencies in the community, school district or otherwise, have been communicated and considered from time to time. Arguments for this option have included: an increased likelihood that services would be made available in communities where the local school district is not interested in early childhood and family education; and a reduction in possibilities that new programs would duplicate or fail to coordinate with existing services.

Contrastingly, arguments against this alternative have been made. First, difficulties have been foreseen in establishing whether the potential breadth of non-school applicants would be sufficiently accountable for the use of public monies. Second, there has been concern about maintaining eligibility to participate by all parents, irrespective of income, since many non-school agencies have traditionally provided services mainly for "target" families. Third, it has been noted that the primary purpose of the CQE programs is distinctively educational in nature, providing a strong natural relationship with local educational agencies. Finally, the Council and Task Force have increasingly noted the potential benefits of closely allying early childhood and family education with education in the elementary school years.

Recommendation Three:
Types Of Families To Be Served

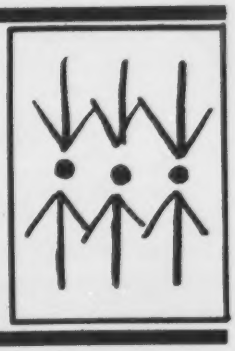
The Council on Quality Education and its Advisory Task Force recommend that open eligibility within the geographic area served by an early childhood and family education program be maintained, along with retaining existing language in the legislation which requires that any locally established fees be waived if a family is unable to pay. Local programs should attain an approximately pro rata participation among the different types of families within their service areas with respect to education, income, and ethnicity characteristics. The Council and Task Force recognize that this may require special efforts in "outreach" to low income and stressed families, along with vigorous efforts to obtain appropriately diverse staff and membership on the local program's parent advisory council.

DISCUSSION

Participants in policy discussions have noted the unique nature of these programs when compared with other efforts to assist young children and their families: they impose no income eligibility or other restrictions on participation. There was general agreement that the need for support in the parenting role is not related to a family's income, ethnicity, or level of education. Consequently, discussants were almost unanimous in their support for continuing this feature of Minnesota's early childhood and family education legislation.

An area of concern, however, was whether local programs could successfully obtain participation from a cross-section of the families in their service areas, to include minorities, low-income persons, and single or working parents. To achieve this end, it was noted that local staff and parent advisory councils must reflect the diversity of the population to be served. It was also recommended that CQE and the Task Force monitor programs' participation in terms of demographic characteristics more closely, and that participation from all sectors of a program's service area be strongly encouraged.

Recommendation Four:
Special Categorical Grants



The Council on Quality Education and its Advisory Task Force recommend that current statute segregating a portion of the total early childhood and family education program appropriation for proportionate distribution be amended. These special categorical grant funds should be combined with the overall appropriation. Revised language should then strongly encourage local programs to obtain participation from their geographic service area that is approximately representative of the population of that area in terms of income, education, and ethnicity.

DISCUSSION

Amendments to statute in 1979 created a "special categorical program grant" for programs serving economically disadvantaged persons. The Council was asked to distribute these grants among eligible programs in proportion to the estimated number of low income participants in each program compared to the estimated number of low income participants in all the eligible programs. The initial criterion for determination of low income was receipt of Aid to Families with Dependent Children (AFDC). This criterion proved to be extremely difficult to implement, as there was no existing data base that provided the necessary information without potentially violating individual rights to privacy.

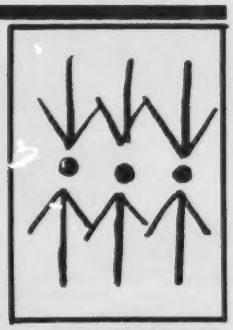
As a result, the Council sought and obtained an amendment from the 1980 Legislature that changed the criterion of low income from receipt of AFDC to an estimate of low income based on multiplying the total number of participants in a local program times the percentage of elementary pupils in that program's geographic service area who were eligible for the federal free lunch program.

Even with the amended language, however, the special categorical grants remain administratively problematic. Accuracy of their distribution is based on estimates, and ensuring their expenditure solely for low income participants is difficult.

The Council and Advisory Task Force applaud the purpose of these special grants, and continue to recommend strong local efforts (and consequently more staff time) to reach and involve low income or stressed families in a program's service area. However, the Council believes that legislative intent can be fulfilled more efficiently and effectively through an amendment expressly encouraging programs to obtain an approximately pro rata participation from all sectors of their communities with respect to income, education, and ethnicity. This would ensure that all families would have equal access to the services provided by a community's early childhood and family education program, without continuing a problematic administrative overlay.

In its budget negotiations with individual programs, the Council would attempt to provide each site with sufficient funds to support the outreach efforts required to meet this goal of pro rata participation. Any formula to be developed for the funding of established early childhood and family education programs should include an incentive to reach and serve a cross section of eligible families. It should also include consideration for concentrations of high need populations, as defined by low income or other factors, within a program's geographic service area.

Recommendation Five:
Guidelines For Local Advisory Councils

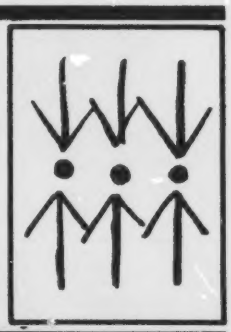


The Council and the Advisory Task Force recommend that the advisory council appointed for each program be representative of its service area, both geographically and socially, in terms of education, income, and ethnicity. The councils should include community and school district representatives in addition to the parent majority. CQE also recommends that each advisory council elect its own officers, including a parent as chairperson, and that the council meet at least once every four weeks during the program's operating year.

DISCUSSION

Statute stipulates that the local advisory councils assist their school boards in the development, coordination, supervision and review of early childhood and family education program services. The councils are also to suggest priorities for child learning and development services in the community. CQE and the Advisory Task Force believe that in order for local advisory councils to take the active role directed by the Legislature, they must meet at least monthly and fulfill the other guidelines described above.

Recommendation Six:
Qualifications Of Staff



The Council and Advisory Task Force recommend that local program staff be appropriately qualified through demonstrated competence in specified areas and/or appropriate licensure related to the job duties. State and local administration of early childhood and family education programs should continue efforts to provide in-service education for local staff, especially in the initial years during which programs are funded.

DISCUSSION

A major finding in the evaluation of Minnesota's early childhood and family education programs has been that the quality of staff is crucial to their successful implementation. On the issue of identifying specific qualifications, however, a variety of concerns were expressed in policy discussions. First, the State Board of Teaching does not currently license early childhood and family education staff, although licensure requirements have been proposed by the Minnesota Federation of Teachers. (The Division of Vocational-Technical Education in the Department of Education does presently license parent educators.) Second, training and licensing uniquely suited to the needs of local administrators of early childhood and family education programs are not presently available. Third, while respondents agreed that the State licensure for professionals working with young children (nursery or prekindergarten) is critical to providing quality services, they also felt that allowances should be made for the additional inclusion of paraprofessional staff without extensive academic credentials in this area. Fourth, while there is no overall shortage of persons with professional training in working with young children or parents, minorities may be severely underrepresented in the pool of available staff.

Most respondents felt that appropriate teaching licenses should be utilized for staffing professional positions, but that job descriptions ought to outline competencies that appear necessary for success in all job functions. Areas in which competencies could be identified include experience or training in child development, family life, working with community groups, communications and group leadership skills, adult learning methods, and health and safety. There was general agreement that these competency areas could also be used to select paraprofessional staff.

As mentioned earlier, the Minnesota Federation of Teachers has presented a draft of a license for "teachers of early childhood and family education" to the State Board of Teaching. The Board has referred the proposed license to its Standards and Rules Committee for further study. The Council and the Advisory Task Force are most interested in cooperating with the Board of Teaching as work on this license proceeds.

Recommendation Seven:
Funding And Minimum Standards For Program Facilities

The Council and its Advisory Task Force recommend that statute be amended to require school districts to assume fiscal responsibility for provision of a suitable program facility by at least the second year of a program's operation, or apply to the State Board of Education for Emergency Aid to pay facility costs. CQE and the Task Force also recommend that the health and safety components of the Department of Public Welfare checklist for licensing child care facilities be adopted as a requirement for facilities used in operation of early childhood and family education programs.

DISCUSSION

During the course of policy discussions, it was noted that while school enrollments are declining, there has been a tendency to close underutilized buildings or rent them out to community agenices. This increases competition for the remaining space. It was pointed out that providing adequate facilities is especially critical for areas in which developmental activities for infants and young children are conducted.

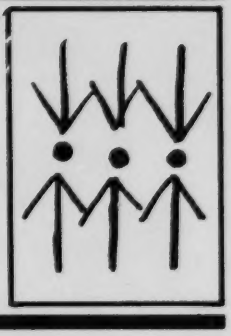
Several persons noted that strict observation of high standards for these facilities could discourage school districts from applying for early childhood and family education funds. On the other hand, concern was expressed that a lack of standards would yield low quality programs. Some consideration was devoted to amending statute to allow districts applying for these funds to increase their mill levy to accommodate capital outlays for renovating facilities, but no formal recommendation resulted.

General agreement was reached that some minimal guidelines should be applied. Several respondents proposed adoption of the health and safety requirements for child care facilities licensed by the Department of Public Welfare. There was further accord that some guidelines should be developed for parent education facilities.

Concern was expressed that any planning for new or remodeled facilities take into account possibilities for multiple use of the space by other agencies in the community. It was also suggested that school districts not establish new facilities for children's activities which might duplicate appropriately equipped and available sites at existing community programs.

Although the Council has paid leasing and minor remodeling costs for local program facilities, and is willing to continue this practice for first-year programs when necessary, it believes that a school district receiving funds to operate an early childhood and family education program should assume the ongoing responsibility for costs of a suitable program facility. CQE grant funds formerly used to pay leasing costs can then be used to support program costs more directly related to instructional services for families of young children.

Recommendation Eight:
Participation Through Elementary Attendance Areas



The Council and Task Force recommend that local options in selecting the area to be served by an early childhood and family education program be accommodated when possible, but that the current restriction on geographic service area to a single school district be maintained. Local district applications for funds should be required to specify the proposed service area and to describe its eligible population. To be considered appropriate by the Council, the area to be served should not be of such size as to offset the community-based structure of these programs.

DISCUSSION

Minnesota's legislation is unique in the country in many respects. A particularly notable feature is that it suggests that programs be structured to serve persons residing within the attendance area of an elementary school. The Council on Quality Education is authorized to approve the request of a local program to serve a larger area within a single school district. This discretionary authority was sought by CQE as an amendment to the original legislation when it became apparent that attendance area boundaries were becoming increasingly unstable as a result of declining enrollments and growing desegregation efforts.

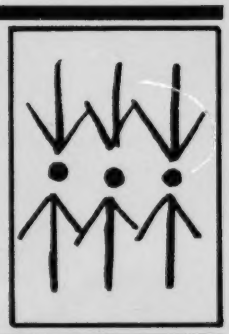
The issue of focusing early childhood and family education services within elementary school attendance boundaries has been considered frequently by the Council and the Task Force. In these considerations, it was noted that the utilization of non-school agencies by local districts to provide program services appears to be somewhat hampered by the emphasis of the legislation on this service area. Other services in the community are seldom coordinated along these lines.

It was also noted, however, that the concept of early childhood and family education has been developed with a strong emphasis on neighborhoods and community building. Consequently, an attempt to operate a single program to serve a large city or regional area would offset these important emphases.

Participants in the policy discussions suggested that the area to be served be a local option, but that boundaries not necessarily be linked with the elementary school attendance area. Virtually all the respondents agreed, however, that the service area must be defined by a district when it applies for funds.

The Council and Task Force continue to support the legislative directive that grants be given to communities of manageable size in order that programs respond to unique local needs.

Recommendation Nine:
Collecting Long-Term Data On Family Impact



The Council on Quality Education and the Advisory Task Force recommend that foundation funds be sought to support research documenting the long-term impact of early childhood and family education through a followup study of participating families and children. Data would include information about the cost-effectiveness of the program. Establishment of this data collection effort should accompany ongoing State evaluation of local programs which are in their early years of funding.

To begin this long-range effort, the Council recommends that the Legislature appropriate approximately $100,000 over the next biennium to establish a baseline data collection system and create a research design appropriate to the Minnesota programs.

DISCUSSION

Based on research that has emerged in the field, early childhood and family education appears to have a strong potential to reduce costs for remedial and correctional programs for older children. There is a substantial body of evidence which suggests that many problems children develop can be prevented by effective parenting in the early years. The Council and Advisory Task Force believe long-range data specific to the Minnesota programs will provide a basis for their future support and also be of value outside the State.

Although costs of long-term research are steep and may be best sought from private foundations, immediate steps are necessary to establish a baseline data collection system and research design basic to a successful grant application. These efforts would require a minimal commitment of State funds within the next biennium. If feasible, one or more initial pilot studies could also be conducted with this State support.

An Overview of the Report

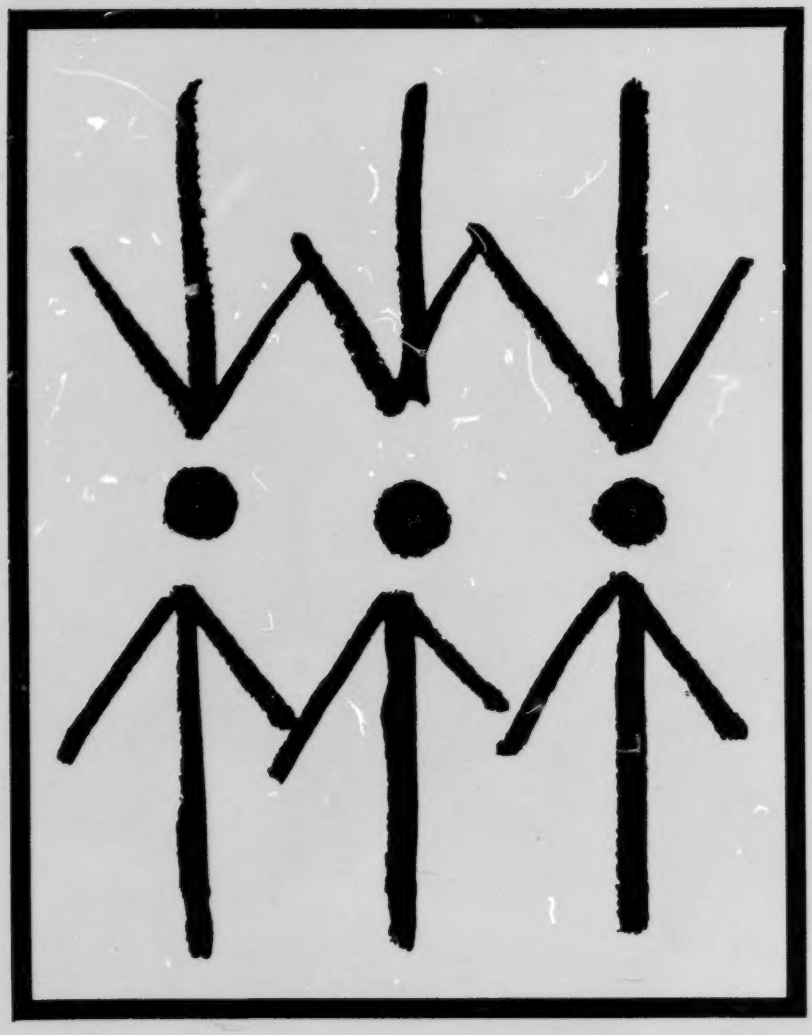
This policy study includes seven additional chapters. While Chapter I is intended for summary purposes, the entire study is available on request.

Section I follows, and provides a detailed discussion of the concept and implementation of early childhood and family education in Chapter 2.

Section II provides a review of perspectives on early childhood and family education. Chapter 3 summarizes the research base for early childhood and family education programs. Chapter 4 describes research on the cost-effectiveness of programs for young children and their families. Chapter 5 overviews evaluation findings compiled since the Minnesota programs began.

Section III focuses on the cost of early childhood and family education. Chapter 6 reviews data on the participation of adults and children. Chapter 7 relates costs to participation data. Chapter 8 provides a consideration of the future financing and administration of the programs.

Section IV provides an extensive bibliography related to early childhood and family education. Section V, Appendices, includes a copy of the existing legislation for the program and other supporting materials.



Section One:
Minnesota's Early Childhood & Family Education Programs

CHAPTER 2:
THE CONCEPT AND IMPLEMENTATION

Introduction

The rationale for early childhood and family education is soundly based on research in the professional literature on child development and the family's role in that process, as will be described in Chapter 3. Drawing upon this research, Senator Jerome Hughes played a highly significant role in developing an operating concept for early childhood and family education in Minnesota when he authored the 1974 enabling legislation for the program.

The State funding commitment to early childhood and family education has grown from that first annual appropriation of $230,000, under which six pilot programs were funded, to the present annual appropriation of $1,767,000 which has funded 36 programs during the fiscal 1980-81 biennium. Of these 36 currently funded programs, nine are located in cities of the first class, ten in metropolitan suburbs, and nineteen outside the seven-county metropolitan area.

This chapter discusses the concept and implementation of early childhood and family education in Minnesota.

The Concept of Early Childhood and Family Education

Early childhood and family education is designed for parents and their children aged birth to kindergarten enrollment. The programs are based on a recognition that the home is a child's first learning environment, and that the parent is the child's primary and most influential teacher. As a result, the central goal of early childhood and family education is to enhance and support the competence of parents in providing the best possible environment for the healthy growth of their children.

The programs have other major objectives, including: (1) engaging the interest and talents of parents in recognizing and meeting the emotional, intellectual, and physical needs of children; (2) promoting healthy self-concepts among family members; (3) sharing alternative child-rearing approaches with parents and offering them a chance to share skills, techniques, and ideas with each other; and (4) providing creative learning experiences for both parents and children.

Early childhood and family education programs focus on the parent, and thus do not attempt to provide child care or to duplicate services available through other agencies. Although the legislation allows local discretion in selecting program offerings, intensive day care or nursery school is not provided.

Assisting families in the use of available services in their respective communities is an emphasis of early childhood and family education programs. Although fiscal resources are allocated through local school districts, they are responsible for serving as a catalyst to encourage cooperative efforts among other community services. Existing human and physical resources are to be used to prevent duplication. To that end, contracts and cooperative agreements between school districts and other local nonprofit agencies are allowed and promoted (Hughes, 1978).

Parents and children are involved together in program activities. Typical annual involvement of a family is two hours a week for lengths of time ranging from eight weeks to a school year. Most local programs are designed to offer parent education and child development sessions concurrently, beginning or ending with parent-child interaction times.

The intended participants are families of all income levels and ethnic backgrounds. Fathers, mothers, divorced persons, and single parents meet together to discuss concerns common to families of developing children. Program sessions are held during days, evening, and weekends to accomodate working parents. If families are unable to attend center activities because of transportation problems or stressful situations, local staff may respond with regular home visits.

It is hoped that involving families in the years prior to kindergarten enrollment will encourage parents to continue to play an active role in the education of their children in the elementary grades and beyond. It is also believed that many learning and developmental problems may be prevented in the later school years. A comment from a kindergarten teacher quoted in the 1977 evaluation report on Minnesota's programs affirms the potential of these outcomes: "It's very easy to pick out children who have been in this program . . . parents participate now with understanding. They've learned how to interact with their children. It shows in them and their child." (Patton, 1977, p. 41)

Included in the services of early childhood and family education programs are opportunities for parent and family education through discussion groups and workshops, and education of the individual child and parent in the home. Offerings for children at program centers include supervised play and learning activities, as well as early health screening and investigation of potential barriers to learning. Easy access to toys, books, and other learning materials for parents and children is provided by many programs. Opportunities for adolescents to explore both child development and the responsibilities of being a parent are frequently offered. Since each local program is designed to meet community needs and interests, services supplied by individual programs may vary to match those needs.

In summary, parents are the primary consumers of early childhood and family education services. Their comments about why they became involved in the programs and their assessments of program strengths serve as the best illustration of the program concept. Interviews with 130 participating parents in 1977 have been condensed as follows:

> Parents emphasized the importance of sharing views with other parents; establishment of mutual support groups; learning about child development and parenting skills; providing social interaction and stimulation for their child; integrating the child into the school; and having access to toys, books, new ideas and health screening. (Patton, 1977, p. 48)

Funding Process for Early Childhood and Family Education Programs

The legislation states that the Council on Quality Education (CQE) shall specify the form and manner of application and select the grant recipients (Laws of Minnesota, 1979: Chapter 334; see Appendix A). Since 1974, local programs have received funds through negotiated grants. Proposals have been widely solicited from individuals and public and private agencies across Minnesota. They are submitted through local school districts, which by law must act as fiscal agents for the programs. The proposals specify the services to be provided and the estimated budget for delivery of those services. Technical assistance to proposal writers is provided by Council on Quality Education staff through workshops and individual consultation.

Each proposal is competitively reviewed by members of the Council on Quality Education and its Advisory Task Force on early childhood and family education. Following this process, which is culminated by interviews with authors of proposals under final consideration, precise grant amounts are individually negotiated with local program staff. The State Board of Education provides final approval for all funded grants.

Grant applications must be resubmitted annually for continuing programs. There is no time limit on the provision of funding support, and no requirement that local school districts ultimately assume fiscal responsibility for early childhood and family education programs. Although local contributions are welcomed, no matching funds are required.

Coordination with Community Services and Other Funding Sources

The Council on Quality Education encourages local school districts to be receptive to the involvement of other agencies, both public and private, during the proposal writing process. The legislation states: "A district providing early childhood and family education services is strongly encouraged to coordinate this programming with related services provided in the district by other governmental agencies and may develop cooperative programs with nonprofit agencies." (Laws of Minnesota, 1979: Chapter 334) As specified in law, the local school district may choose to contract with another public or private agency for the provision of full or partial program services. This method of providing services is being used in seven of the 36 programs, and includes contracts with two child care resource centers, a neighborhood community center, an educational foundation, a day care center, and two Indian reservation business committees.

In addition to the CQE grant, many of the early childhood and family education programs have obtained supplementary funds from other sources. Currently, 26 of the 36 programs receive partial support for parent education salaries from the Division of Vocational-Technical Education through adult education funds allocated to Area Vocational-Technical Institutes. Nine programs are obtaining funds from local community education programs. School districts are providing some financing or "in-kind" contributions of space and administrative services for 26 of the programs. Comprehensive Employment and Training Act (CETA) monies pay salaries of specific staff members in five programs. Other non-CQE fiscal support includes funds from special education reimbursements, Minnesota Child Care Facilities Act, Head Start, public health, city councils, and other local service agencies.

Although the legislation allows local programs to charge reasonable fees for services, these fees must be waived if parents or caregivers are unable to pay. At the present time, about half of the 36 early childhood and family education programs offer services free of charge.

Service Components Offered

The purposes of early childhood and family education programs as stated in the legislation are as follows:

> The purposes of section 3 to 6 of this article are: (a) to strengthen families, (b) to help parents to provide for their children's learning and development, and (c) to help young children to develop their physical, mental and social potentials. (Laws of Minnesota, 1979: Chapter 334)

The specific services offered by a program are a matter of local choice, providing flexibility in matching program activities with the needs of specific communities. Local experimentation with innovative service delivery methods has been encouraged by the Council on Quality Education, which has felt this is consistent with the pilot character of the legislation. As a result, significant variations in programming among the 36 sites have resulted.

Certain services, however, have become widely characteristic of the programs. Those most commonly provided are described below.

1. Center-Based Parent and Family Education offers information on child development and opportunities for parents to share alternative child-rearing styles. Activities include formal and informal small group discussions, guest lectures, workshops, field trips, observation of and participation in learning experiences for children, and referrals to other community agencies on request.

2. Home-Based Parent and Family Education services offer educational assistance to families living in isolated circumstances. Local staff visit homes on a regular basis, bringing program activities to parents and children.

3. Center-Based Child Development Activities are provided in an environment carefully planned to meet the social, emotional, physical, and intellectual needs of young children. Sessions are usually conducted on a weekly basis and last from one to three hours. Activities are offered for mixed age groups or separately for infants, toddlers, and prekindergarten children, and are typically held concurrently with center-based parent education sessions.

4. Early Health Screening helps to detect potential learning problems or deterrents to a child's healthy growth and development. Since passage of statewide screening legislation, the programs closely coordinate health screening services with their local school district efforts.

5. Resource Libraries broaden the scope of information available to parents by providing opportunities to freely and conveniently borrow materials such as durable and developmentally appropriate children's toys, publications for parents, children's books, and other materials related to family education.

6. Preparenting Education for Adolescents is designed to raise awareness of the responsibilities and rewards of being a parent. High school or junior high students may serve as aides in child development activities which promote interaction with young children and provide opportunities for instruction in child development. The students occasionally participate in parent discussion groups. Programs may also offer workshops for students in area junior or senior high schools.

Since early childhood and family education focuses on the parent, full-time day care or nursery school is not provided.

The Council and its Advisory Task Force have found that local programs consistently require a "start-up" period. It takes time and extensive staff effort to establish the program's credibility and gain participation. Programs may significantly change their format during this process. For example, between the first and second years of operation, one local program dropped center-based services almost completely. It now operates a successful program that is primarily home-based. Additionally, local programs have found it necessary to schedule events on evenings and weekends, as well as days, to accommodate eligible parents.

The following descriptions of three currently operating early childhood and family education programs provide illustrations of local variation in service delivery patterns.

ONAMIA: "Mille Lacs Family Education Program"

Funded through the Onamia Public Schools, this program operates through a contract with the Mille Lacs Indian Reservation Business Committee. Although the program is officed on the Mille Lacs Reservation, services are also offered in the nearby communities of Onamia and Hillman. Offerings include family education sessions, home visits to parents of infants, special events and field trips, and preparenting classes for junior and senior high students. Many of the services include an emphasis on Ojibwe cultural awareness. Loans of toys and reading materials are offered to help parents establish a stimulating home environment for their children.

BLOOMINGTON: "Parent-Child Center"

Operated directly by the Bloomington Public Schools, and serving the eastern half of a first-ring metropolitan suburb, this program is located in Portland Administration Center. It provides a broad range of center-based education for married and single parents, with scheduling to accommodate working persons. Child development sessions are offered for children from birth to age five in conjunction with parent education offerings. Senior citizens and local junior and senior high students participate in program activities. A library of toys and learning materials is used extensively. Health screening for children under three is coordinated with the Bloomington Health Department.

MINNEAPOLIS: "Very Important People (VIP)"

This program is located in Jefferson Elementary School and focuses on a large urban area. Services are designed for families differing considerably in income level and ethnicity and residing in the West Cluster attendance area. The program employs paraprofessional outreach workers to provide family support and child development through regular home visits to a large number of families. These activities are supervised by a school social worker and an early childhood education teacher. Parent education group discussions with concurrent playgroups for children are also offered several times weekly.

Local Program Staffing

Since early childhood and family education programs offer a variety of services to both parents and children, local staff come from a broad range of professional backgrounds. These include: early childhood education, child development, family social science, social work, nursing, counseling, and home economics.

During the process of negotiating each program's grant, the Council on Quality Education and its Advisory Task Force have required that program staff be appropriately qualified for their job duties. This policy has included a requirement that the lead teacher for child development activities possess a Minnesota prekindergarten teaching license or its equivalent. Leaders of parent education activities are generally licensed by the Division of Vocational-Technical Education.

Although the Council and Task Force encourage local district hiring of paraprofessionals and community residents, they request that those persons have demonstrated competencies in the field of child development or a field appropriate to their specific job duties.

Local Advisory Councils

According to the legislation, "The school board of a district providing early childhood and family education programs shall appoint an advisory council. Council members shall be selected from the school attendance area in which the programs are provided. A majority of the members shall be parents participating in the local program." (Laws of Minnesota, 1979: Chapter 334) This council reports to the Council on Quality Education, the school board, and the district community education advisory council, if this council has been established.

Local advisory councils are responsible for assisting school boards and program staff in the design, administration, and review of early childhood and family education services. The Council and its Advisory Task Force feel strongly that these councils are indispensible in ensuring that local programs respond to the needs of the families they are intended to serve.

Eligibility Criteria for Services

Families are eligible for services offered by an early childhood and family education program if the adults are expectant parents, or parents of children aged birth to kindergarten enrollment, and if they live within the elementary school attendance area(s) served by the program. The legislation focuses services for each program in the attendance area of one elementary school, although the Council is authorized to fund programs serving a larger area within a school district.

Everyone with children aged birth to kindergarten enrollment residing in the specified service area is eligible to voluntarily participate. The program is not only for "income-eligible" families. This characteristic distinguishes the early childhood and family education programs from other family services designed for "target" populations, such as Head Start. Participants in the programs come from a broad range of income levels and ethnic backgrounds. Program staff are urged to obtain an approximately pro rata participation rate of persons from all cultural, ethnic, and income groups represented in the community's eligible population.

Special Categorical Grants and Outreach Techniques

Since the concept of early childhood and family education is relatively new, and its piloting on a broad scale is unique to Minnesota, strong "outreach" efforts are necessary to gain participation from community residents. This is particularly true at the beginning of a local program's operation.

Recognizing that it may require extensive expenditure of staff time and other resources to enlist the participation of some families, the 1979 Minnesota Legislature created special categorical grants. These funds are distributed proportionately among the 36 programs through a formula based in part on the estimated number of families in each program service area whose children would be eligible for free lunch. Added to the basic negotiated grants, these categorical funds enable programs to salary outreach time and add other resources aimed at increasing the participation of economically disadvantaged families.

Table 2.1 COUNCIL ON QUALITY EDUCATION

EARLY CHILDHOOD AND FAMILY EDUCATION

PROGRAMS AND GRANTS

Fiscal Year 1981

LOCATION/ PROGRAM NUMBER/ YEAR OF FUNDING	TITLE	ELEMENTARY ATTENDANCE AREA/S SERVED	PROGRAM SITE/S	AGENCY SUBCONTRACT/S	COE GRANT	OTHER FUNDS	TOTAL FUNDS
Minneapolis 75-501-01E Seventh Year	Very Important People (VIP)	Harrison Jefferson Kenwood (all in West Cluster)	Jefferson Elementary	none	67,175	73,203	140,378
Rochester 75-535-01E Seventh Year	Parents Are Important In Rochester (PAIR)	entire district, includes 18 elementary schools	Northrop Community Services Center	Child Care Resource and Referral, Inc.	58,057	31,442	89,499
St. Paul 75-625-01E Seventh Year	Dayton's Bluff Area ECFE Program	all or portions of: Ames Dayton's Bluff East Consolidated Eastern Heights Parkway Phalen Lake Sheridan	Dayton's Bluff Elementary	none	65,283	49,328	114,611
South St. Paul 75-006-01E Seventh Year	Family Focus	entire district, includes 4 elementary schools	Washington Elementary	none	57,174	32,427	89,601
Staples 75-793-01 Seventh Year	Rural Family Development (RFD)	entire district, includes 2 elementary schools	Lincoln Model Elementary Leader/Poplar School Vocational Center	none	64,583	24,974	89,557
Backus 76-114-02E Sixth Year	Early Childhood Development Program	entire district, includes 1 elementary school	storefront building town hall 11 miles from Backus	none	42,102	4,997	47,099
Bloomington 76-271-01E Sixth Year	Bloomington East ECFE Program	½ school district: Valley View Northgate Cedarcrest Riverside Park Indian Mounds Oak Grove	Portland Administration Center	none	68,152	71,046	139,198

LOCATION/ PROGRAM NUMBER/ YEAR OF FUNDING	TITLE	ELEMENTARY ATTENDANCE AREA/S SERVED	PROGRAM SITE/S	AGENCY SUBCONTRACTS	COE GRANT	OTHER FUNDS	TOTAL FUNDS
Lewiston 76-857-01E Sixth Year	Bringing the School to the Community	entire district, includes 2 elementary schools	Lewiston and Altura Elementary	none	41,160	11,858	53,018
Mankato 76-077-01E Sixth Year	The Parent, the Child, the School-Together	Franklin Hoover Jefferson Kennedy Monroe	Franklin, Monroe and Jefferson Elementary	High/Scope Foundation Minnesota Early Learning Design	82,047	48,871	130,918
Minneapolis 76-S01-02E Sixth Year	Powderhorn Parent Program (PPP)	Laura Ingalls Wilder	Laura Ingalls Wilder Elementary	none	71,161	48,869	120,030
Mounds View 76-621-01E Sixth Year	Parents & Children Together (PACT)	Red Oak Valentine Hills Pinewood	Community Resource Center	none	57,715	25,888	83,603
Suburban Hennepin 76-287-01 Sixth Year	Parent-Child Center	Forest Lakeview Crystal Heights Neill Northport	Fair Community Education Center apartment complex	none	28,239	14,297	42,536
White Bear Lake 77-624-01E Fifth Year	Cooperative Neighborhood Early Childhood Education Center	Birch Lake Lincoln Webster Vadnais Heights	White Bear Lake Senior High	none	43,989	25,717	69,706
Aitkin 78-001-01E Fourth Year	Child-Oriented Parent Education	entire district, includes 2 elementary schools	storefront building Palisade Elementary	none	46,719	6,279	52,998
Bloomington 78-271-01E Fourth Year	Bloomington ECFE: Family Nurture Center	½ school district: Poplar Bridge Washburn Hillcrest Normandale Hills Ridgeview Olson Westwood	Penn Community Center	none	65,160	67,285	132,445

LOCATION/ PROGRAM NUMBER/ YEAR OF FUNDING	TITLE	ELEMENTARY ATTENDANCE AREA/S SERVED	PROGRAM SITE/S	AGENCY SUBCONTRACT/S	COE GRANT	OTHER FUNDS	TOTAL FUNDS
Duluth 78-709-03E Fourth Year	Parents of Young Children Program	Lincoln	church education wing	none	57,030	16,095	73,125
Fairmont 78-454-01E Fourth Year	I Like Myself Program (ILM)	entire district, includes 2 elementary schools	Central School	none	51,436	25,787	77,223
Littlefork/Big Falls 78-362-03E Fourth Year	Child and Parent Parent Program (CAPP)	entire district, includes 2 elementary schools	Big Falls Elementary and church education wing	none	40,392	8,967	49,359
Osseo 78-279-01E Fourth Year	Parent Education Preschool Program (PEPP)	Willow Lane Zanewood	Willow Lane Elementary	none	28,415	24,106	52,521
St. Charles 78-858-01E Fourth Year	Children and Parents in the Early Years	entire district, includes 1 elementary school	St. Charles Elementary	none	30,067	7,074	37,141
St. Louis Park 78-283-01E Fourth Year	Time Out	entire district, includes 6 elementary schools	Eliot Elementary	none	66,174	55,758	121,932
St. Paul 78-625-01E Fourth Year	Learning Circle	Jefferson Adams	West Seventh Family Center Adams Elementary	West Seventh Family Center	51,434	1,728	53,162
St. Paul 78-625-02E Fourth Year	Battle Creek Area Early Childhood and Family Education	Highwood Hills Battle Creek	Afton View Day Care Center	Children's Home Society of Minnesota	29,721	7,784	37,505

LOCATION/ PROGRAM NUMBER/ YEAR OF FUNDING	TITLE	ELEMENTARY ATTENDANCE AREA/S SERVED	PROGRAM SITE/S	AGENCY SUBCONTRACT/S	COE GRANT	OTHER FUNDS	TOTAL FUNDS
Deer River 80-317-01E Second Year	Leech Lake Indian Reservation Family Education Program	entire district, includes 2 elementary schools	Community building, Ball Club, Minnesota	Leech Lake Indian Reservation Business Committee	35,069	0	35,069
Duluth 80-709-01E Second Year	Parents of Young Children, Too	Riverside Stowe	residential building	none	50,699	13,916	64,615
Luverne 80-670-01E Second Year	The Parent-Child Chain	entire district, includes 1 elementary school	Blue Mound Vocational Center	none	43,459	9,416	52,875
Madelia 80-837-01E Second Year	New Beginnings	entire district, includes 1 elementary district	Madelia Child Development Center	Madelia Child Development Center	28,507	9,129	37,636
Minneapolis 80-S01-05E Second Year	Agassiz Interact	Agassiz Elementary School	Agassiz Elementary	none	47,435	26,273	73,708
Minneapolis 80-S01-06E Second Year	The Parent Puzzle: Neighborhood Based	Holmes, Pratt, Tuttle, Free Elementary School (South East Alternative area)	Marshall University High School and neighborhood sites	none	53,961	72,923	126,884
Montevideo 80-129-01E Second Year	Enhancing Parenting Skills	entire district, includes 3 elementary schools	Sibley Elementary	none	24,729	5,184	29,913
Onamia 80-480-01E Second Year	Mille Lacs Family Education Program	entire district, includes 1 elementary school	Onamia Elementary and community sites	Mille Lacs Indian Reservation Business Committee	40,704	11,100	51,804

LOCATION/ PROGRAM NUMBER/ YEAR OF FUNDING	TITLE	ELEMENTARY ATTENDANCE AREA/S SERVED	PROGRAM SITE/S	AGENCY SUBCONTRACT/S	COE GRANT	OTHER FUNDS	TOTAL FUNDS
Park Rapids 80-309-01E Second Year	Growing: From Baby to Adult	Pine Point Experimental Community School	Pine Point Experimental Community School	none	46,453	6,010	52,463
Roseville 80-623-01E Second Year	Early Childhood and Family Education	entire district, includes 7 elementary schools	Lake Owasso Community Center	none	56,246	50,521	106,767
St. Anthony 80-282-01E Second Year	The Joy of Parenting Program	entire district, includes 1 elementary school	Park View Community Center	none	36,273	29,168	65,441
Thief River Falls 80-564-01E Second Year	Children and Parents.. Learning Together	entire district, includes 4 elementary schools	Mark Twain Elementary.	none	43,122	10,604	53,726
Winona 80-861-01E Second Year	Central Parent Program	city of Winona: Central Madison Jefferson Washington Lincoln Goodview	Central Elementary	none	46,958	14,031	60,989
				TOTAL	1,767,000		

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Program directors have ranked methods of outreach in order of their effectiveness. The most useful technique appears to be "word of mouth", or the recommendation of an involved person. Newsletters produced by local programs and mailed to all eligible families were rated second in importance. The third most effective technique was personal contact with eligible families by staff members and participating parents, such as advisory council members. These personal contacts include home visits, telephone calls, neighborhood canvassing, and meetings with other community agencies. Articles in area newspapers and community publications were ranked fourth. Finally, special events or "open houses" at the program centers were mentioned as a useful outreach method. Other techniques included: posting of flyers in laundromats, grocery stores, food co-ops and recycled clothing stores; letters sent home with elementary school students; and use of newspaper birth announcements and school district computer printouts to identify eligible families.

State Technical Assistance to Program Staff

The legislation places responsibility with the State Board of Education for offering support services to the early childhood and family education programs. Professional staff for the Council on Quality Education are officed in the Minnesota Department of Education and are charged with providing technical assistance to local programs.

This assistance involves the use of existing Department services to inform the broadest possible audience when funding for new programs is available. Assistance to proposal writers is supplied through workshops and individual consultation. Local program budgets are carefully negotiated to ensure the provision of quality programs. This quality control is maintained through extensive monitoring of program operation, in-service workshops for local staff, and ongoing evaluation procedures.

Detailed Program Information

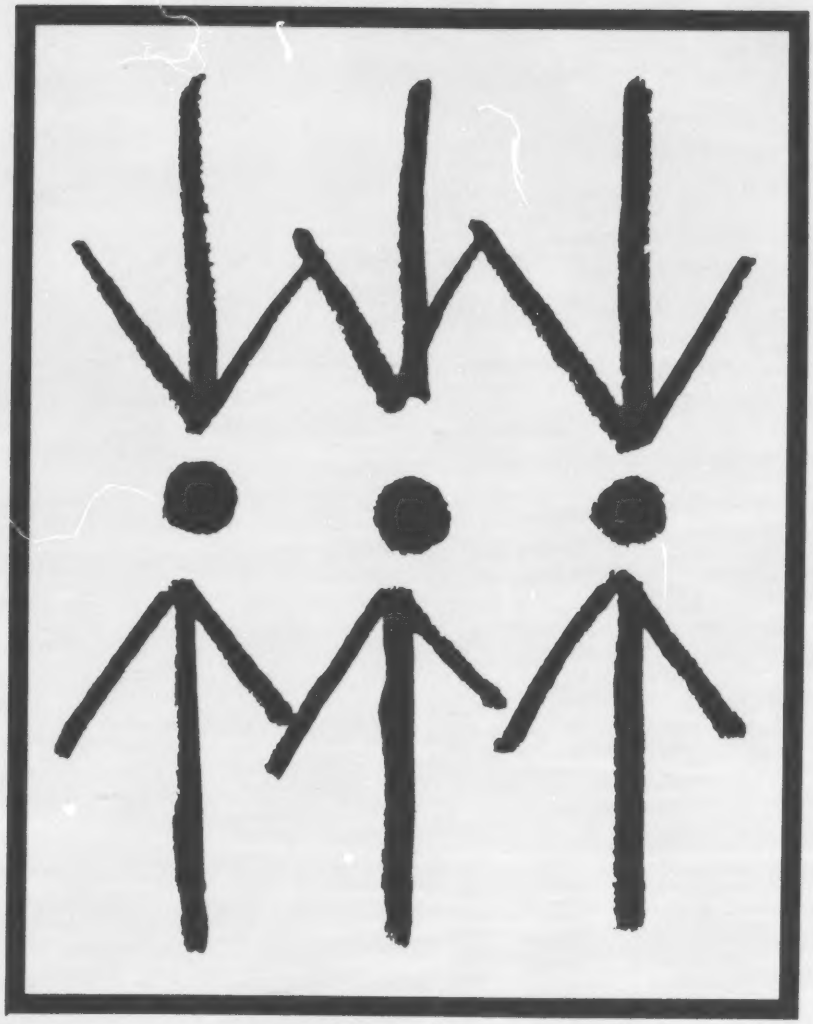
Detailed information on the 36 currently funded early childhood and family education programs is provided in Table 2.1.

Summary Comments

This chapter described the concept and implementation of the early childhood and family education concept in Minnesota. Many features of this implementation have been prescribed in the enabling legislation for the programs (Laws of Minnesota, 1979: Chapter 334).

The discussion included narrative on the following points: definition of the early childhood and family education concept; the funding process; coordination with community services and other funding sources; service components offered by the programs; local staffing; parent advisory councils; eligibility criteria for program services as unrelated to the income level of families; special categorical grants and outreach techniques used by local programs; and technical assistance provided by State-level staff. Further information on the 36 currently funded programs is provided in Table 2.1.

Although solidly based in the professional literature, the operating concept of early childhood and family education used in this program is relatively new. Its implementation and piloting on a broad scale are unique to Minnesota. Consequently, the Council on Quality Education and its Advisory Task Force have supported and encouraged variation among the programs that comprise this State effort.



Section Two:
Perspectives on Minnesota's Pilot Effort

CHAPTER 3: THE RESEARCH BASE FOR FAMILY PROGRAMS

Introduction

A question commonly heard by members and staff of the Council on Quality Education and its Advisory Task Force is phrased: "But why are we spending money on programs to help parents raise kids? They seem to have done a good enough job in the past. Besides, parenting is instinctive." Yet a look at actual family statistics across the country, writings of such well-known social scientists as Margaret Mead and Urie Bronfenbrenner, and other articles in the public and professional media, indicates that today's families may be under increased stress and in need of support and assistance.

As described in Chapter 2, early childhood and family education programs are designed to provide support and assistance to parents of children aged birth to kindergarten enrollment. This chapter will discuss the rationale for these services. Discussion of the fundamental reasons for providing early childhood and family education includes the following points: (1) recent evidence of increased pressures on American families, (2) research on the critical role of parents in children's early years, (3) research support for effectiveness of parent-focused early childhood programs, (4) examples of related efforts in other states, and (5) reactions of parents to early childhood and family education programs.

Recent Evidence of Increasing Pressures on American Families

Webster's Dictionary defines the word "family" as a social unit consisting of parents and the children that they rear. Since 98 percent of American children grow up in families now and are likely to do so in the future (Keniston, 1977), it is obvious that families are critical influences on the kind of adults children become. With heightened attention being focused on the large amounts of taxpayer dollars going to welfare, corrections, and related social service costs, many observers are citing the problems of families as a major contributing factor.

Studies on the state of families across the country have produced the following national statistics:

1. In 1979, 62 percent of mothers with children six to 17 years old and 45 percent of those with children under age six were working or looking for work. Comparable rates for 1970 were 52 and 32 percent.

2. In 1975, the husband was the sole breadwinner in only 34 out of every 100 husband-wife families.

3. There has been a 100 percent increase in the number of children affected by divorce since the turn of the century. Currently, 40 percent of marriages end in divorce, 80 percent of teenage marriages end in divorce within five years, and many divorced mothers do not remarry. Approximately four out of every 10 children born in the 1970's will spend part of their childhood in a one-parent family, usually with the mother.

4. From March 1970 to 1979, the number of single-parent families maintained by women rose by 80 percent, while those maintained by men increased by more than 70 percent.

5. Single-parent families are largely headed by females and face economic difficulties rarely encountered by families maintained by males. In 1978, 42 percent of single-parent families maintained by the mother had incomes below the poverty level, compared with 15 percent of those maintained by the father and six percent of all two-parent families.

6. The number of births to unmarried mothers is growing. In 1960, five percent of births were outside of marriage, compared with 12 percent in 1976.

7. For each one million teenage pregnancies, 300,000 are born to single mothers and 300,000 of the mothers enter forced and unstable marriages.

8. In 1910, 40 percent of the American population lived in an urban setting, compared to 76 percent in 1976.

9. There has been a dramatic decline in the percentage of extended families (i.e., two parents, children, and at least one other relative). One study revealed, for example, that 50 percent of the households in a major Eastern city had extended families in 1900, compared with four percent in 1970.

10. The average family moves 14 times. Twenty percent of the American population moves each year.

11. By the age of 16, the average child has spent more time watching television than in school.

12. One million youths run away from home each year.

13. Suicide is the second leading cause of death for youths 15 to 24 years of age.

14. Five percent of American teenagers have an alcohol drinking problem.

15. One-fourth to one-third of all American children are born into families with financial straits so great that the children will face basic deprivation.

16. Approximately 3.7 million children under six are considered to be at "high risk". An additional 2.2 million children are considered "at risk" based on income levels of their parents.

17. Compared to 41 other industrialized countries, the United States has the 16th highest infant mortality rate.

18. Family disorganization has been identified as the most significant antecedent of behavior disorders and social pathology, such as suicide, dropouts, drug abuse, and vandalism.

19. Harvard researchers predict that by 1990, "conventional" nuclear families -- a husband, wife, and young children -- will only account for about 25 percent of all American households.

    (Advisory Committee on Child Development, 1976; Bronfenbrenner, 1974a; Califano, 1974; Carnes and Himelrick, 1976; Hobbs, 1975; Johnson, 1980; Keniston, 1977; Masnick and Bane, 1980; and Meier, 1976)

Economic factors must also be considered a strain not only on poor families, but on the middle class. Recent data from the U.S. Department of Agriculture indicate that the average cost of raising one child in the United States to age 18 is $65,000. If one adds an annual inflation rate of 10 percent and an estimate of wages lost to parents by caring for the child instead of earning an income, the figure jumps to $236,562. (Tilling, 1980). In earlier years, families were economic units where all members played productive roles in household functioning. Now, work and family life are separate enterprises, and children may be viewed as an economic liability rather than an asset (Kantor, 1977; Keniston, 1977).

To bring the impact of these facts closer to home, the following statistics are drawn from a survey of Minnesota households, conducted in April, 1977 (Minnesota State Planning Agency, 1978, p. 7 and 1980, p. 23):

1. The so-called "typical" family of four -- that is, an employed husband, a wife who does not work outside the home and two children under 18 -- comprised only six percent of all Minnesota families in 1977.

2. The proportion of children under 18 years living with one parent rose to 10 percent in Minnesota. In the Twin Cities metropolitan area, the proportion of children living with one parent is 15 percent, close to the national average of 16 percent. The comparable proportion is six percent in the balance of Minnesota.

3. Single-parent families account for 10 percent of the 558,000 Minnesota families with children under the age of 18. Ninety percent of these single-parent families are headed by women.

4. The 1977 median income of female-headed families is $8,050. This figure is only 52 percent of the median income of husband-wife families, which is $15,560.

5. The unemployment rate of women who head families is three times that of husbands who head families.

6. Fifty-two percent of the wives in husband-wife families are in the labor force.

7. Fifty-eight percent of employed women have children under 18 at home.

From the information provided from national and Minnesota surveys, it seems clear that profound changes are taking place in the lives of America's children. The institution which is at the center of these changes and that itself shows the most rapid and radical transformation is the American family, the major context in which a child grows up (Bronfenbrenner, 1974b).

Research on the Critical Role of Parents in the Early Years

There is substantial agreement among contemporary child development researchers on the importance of the early years of a child's life. The literature points out that the first four years are a critical period in a child's development, especially in the areas of language, curiosity, social skills, and the roots of intelligence. Benjamin Bloom (1964) suggests that up to half of the development present by the late teens is attained by the age of four and up to 30 percent more by the age of seven or eight.

Although research suggests that some traits are biologically determined, such as temperament and activity level, it is becoming increasingly clear that many childhood characteristics are partially or predominately shaped by the people, objects, and events in a child's environment.

A large number of studies have focused on differences in the abilities of parents to teach children effectively (e.g., Baumrind, 1967; Bayley and Schaefer, 1969; Bee et al., 1969; Brophy, 1979; Hess et al., 1968; Marans and Lourie, 1967; Slaughter, 1968; Steissguth and Bee, 1972). These studies have identified parental teaching styles, language interactions, and expectations that contribute to and detract from producing what Caldwell (1967) terms the "optimal learning environment". Children who exhibit effective learning styles in school have parents who interact with them in intellectually stimulating activities, encourage independence and respect, and express competence in raising them (Swan and Stavros, 1973; Watts et al., 1973). Additionally, children's early personality development is enhanced through their involvement in reciprocal interaction with caregivers with whom a mutual and enduring emotional attachment has been established (Bronfenbrenner, 1968b, 1972a).

Hess (1969) has delineated components of parental behavior positively related to the child's intellectual development and academic achievement as follows: (1) intellectual relationship with the child -- demand for high achievement, maximum verbal interaction, involvement with and attentiveness to children, and maternal teaching behavior; (2) emotional relationship -- warm, affectionate interactions with child and feelings of high regard for child and self; and (3) interaction pattern -- pressure for independence and self-reliance, setting high standards and enforcing rules, and use of conceptual rather than arbitrary discipline.

The major characteristics of children's interactions with parents support the view that parents are teachers of their children. Furthermore, they raise the credibility of findings concerning the importance of parental influence on child development. As Schaefer (1972) has indicated, comparing the charateristics of parent-child interactions with characteristics of children's interactions with child care and early education personnel suggests that strengthening and supporting family care and education of children should be the major focus in child development programs. Additional support for the need for early childhood programs to address processes in the parent-child relationship is found in research demonstrating the reciprocal influence of both the mother and the infant in shaping each other's behavior (Moss, 1967; Bell, 1968; Rheingold, 1969).

Since parents are so critical in the early years in influencing the development of children, educators and psychologists contend that it is vital that early childhood programs be designed to assist the parent in his/her role as the primary educator of the child. As Ainsworth (1975) and others have stated, improvement of environmental conditions through parent education is assumed to help parents continue to provide an upgraded environment for their children, long after they have participated in such an intervention program.

Bronfenbrenner suggests that a "network of caring services" be developed to assist parents, including: (1) flexible work schedules and other arrangements to cater to the diverse circumstances of families; (2) programs to involve parents in the education of their children; (3) neighborhood centers to help parents develop skills as educational and behavioral change agents for their children; and (4) providing information and services to families in the home setting, such as parenting and nutrition information, access to medical care, television teaching and homemaker services. (Bronfenbrenner, 1972a)

Recommendations adopted by participants at all three regional sessions of the 1980 White House Conference on Families include: (1) a call for family-oriented personnel policies, such as flextime, better leave and transfer policies, and shared and part-time jobs; (2) a call for systematic analysis of all laws, regulations, and rules for their impact on families; (3) support for family violence prevention efforts and services; (4) involvement of families in improved support services and self help efforts; and (5) increased family life education. (White House Conference on Families, 1980)

The U.S. Commission on the International Year of the Child has recommended that family support services be made available to all families and children, that use be made of multiple public and private financing, and that the private sector, including businesses and unions, provide services for families.

Research Support for Effectiveness of Parent-Focused Early Childhood Programs

Traditionally, early childhood education programs have focused on providing stimulating experiences for children within a center environment. The programs have tended to be child-oriented and involve parents to a minimal degree. Generally, evaluation of child-centered intervention programs has identified immediate gains in IQ scores and other related measures, followed by significant declines. In some cases, by the third year after leaving the programs, children have fallen behind their peers. The results of several studies indicate that intervention programs that work only with children frequently fail to produce lasting effects (Biber, 1970).

Based on these considerations, it might be expected that early childhood programs serving parents as well as children would tend to be more effective than programs centering exclusively or primarily on the child. Research on parent education programs designed to enhance parental skills upholds this expectation. Family-focused early intervention programs have demonstrated moderate to high IQ, language development, and achievement gains in children. It has repeatedly been found that the greater the degree of parent involvement, the more long-lasting the effects (White et al., 1973).

In an intensive review of nine parent-child intervention studies, Bronfenbrenner (1974c) summarized the results as follows:

1. Parent-child intervention resulted in substantial gains in IQ which were still evident three to four years after termination of the program (Gordon, 1972, 1973; Levenstein, 1972).

2. The effects were cumulative from year to year, both during intervention (Levenstein, 1972) and, in some instances, after the program had ended (Gordon, 1973; Levenstein, 1972).

3. The magnitude of IQ gain was inversely related to the age at which the child entered the program, the greatest gains being made by children enrolled as one-and two-year-olds (Gilmer et al., 1970; Gordon, 1972, 1973; Karnes et al., 1968, 1969a, 1969b, 1970; Radin, 1969, 1972; Stanford Research Institute 1971a, 1971b).

4. Parent intervention was of benefit not only for the target child, but also for his younger siblings (Gilmer et al., 1970; Klaus and Gray, 1968).

5. Gains from parent intervention during the preschool years were reduced to the extent that primary responsibility for the child's development was assumed by staff members rather than left with the parent, particularly when the child was simultaneously enrolled in a group intervention program (Gilmer et al., 1970; Karnes et al., 1969c).

6. By the time the child was five years old, parent intervention appeared to have little effect so far as gains in intellectual development. But children who were involved in an intensive parent intervention program during, and especially prior to their enrollment in preschool or school, achieved greater and more enduring gains in the group program (Gilmer et al., 1970; Gordon, 1972, 1973; Radin, 1969, 1972; Stanford Research Institute, 1971a, 1971b; Smith, 1968).

7. Parent intervention influenced the attitudes and behavior of the mother, not only toward the child, but in relation to her view of herself as a competent person capable of improving her own situation (Gilmey et al., 1970; Gordon, 1973; Karnes et al., 1970).

8. Families willing to become involved in parent intervention programs tended to come from the upper levels of the disadvantaged population.

9. Along with advantages, parent intervention appears to have some limitations in terms of its applicability and effectiveness with families at the lowest extreme of income levels (Bronfenbrenner, 1974).

10. In the early years of life, the key element was the involvement of parent and child in verbal interaction around an intellectually challenging task. A second critical feature was the fact that the mother not only trained the child but the child also trained the mother. A third factor was the existence of a mutual and enduring emotional attachment between the child and adult (Bronfenbrenner, 1968a, 1968b, 1972a).

11. Finally, no differences in the child's intellectual gains have been related to whether the parent educator is a professional teacher, social worker, or paraprofessional (White et al., 1973).

Recent reviews of 28 parent-centered education programs for young children (Goodson and Hess, 1975a; Hess, 1976) have reaffirmed and extended Bronfenbrenner's 1974 findings. Twenty-five of the programs produced significant IQ gains.

Three programs assessing school social behavior found teachers rated program children higher than control children. Positive effects were also noted for parents after the program terminated, such as a greater sense of personal control over their lives, more flexible attitudes toward their children, and more supportive and varied verbal and nonverbal behaviors. In those few programs assessing changes in the home environment, it was found siblings benefited by IQ gains. Longitudinal testing in eight programs found seven reported significant IQ gains which persisted into the elementary school years. Generally, program children were more likely to maintain grade level performance and less likely to require special classes than control children. Greater changes were noted in programs with a home visit component, either alone or in combination with preschool.

Evaluations of federally-funded Parent-Child Development Centers (a variation of Head Start) focusing on the mother-child system have produced similar results (Love, 1976; Meier, 1976). According to John Meier, former director of the Office of Child Development, "Large-scale Parent-Child Development Centers established as national experiments have clearly demonstrated the value of parental training in the first years of life -- followed by preschool group experiences in which parents and child continue to work closely together. Highly significant results have been obtained not only for disadvantaged black families but also for middle-class white families, Spanish-speaking Mexican Americans, and other ethnic groups." (1976, p. 14)

The extent to which parents involve themselves in their children's educational program affects the children's cognitive development, according to results of a study of the New York State Experimental Prekindergarten Program. The children who scored highest on three measures of cognitive development were those whose parents spent the most time participating in activities related to the program or the school. These activities included school visits, home visits by school personnel, meetings, employment in the program, and occasional contacts such as telephone calls. Parent involvement appeared to affect general reasoning and school-related knowledge and skills regardless of the child's age, mother's education, family income or child's level of performance at the beginning of the prekindergarten program. (Irvine et al., 1979)

The characteristics of programs which have been effective in having a positive impact on families extend beyond simply involving parents. The professional literature provides an abundant supply of good operating suggestions. A representative list of these suggestions was developed by social scientists and education practitioners at the National Conference on Parent/Early Childhood Education in 1975. Quality criteria presented in the conference report (p. 53) included:

1. Flexibility;

2. Capacity to hire people with differing backgrounds;

3. Capacity to conduct programs in different kinds of facilities;

4. Capacity to operate during hours which are appropriate to families and children who need services;

5. Capacity to work with parents and children together or with each separately as needed;

6. Capacity for engendering enthusiasm and commitment among staff and clients;

7. Capacity for securing community involvement and support;

8. Capacity for providing alternative solutions for a wide variety of identified needs, and permitting community and parent choice of options;

9. Capacity for involving parents directly in the decision-making relative to planning and implementation of programs;

10. Capacity for meeting multiple social and economic needs when appropriate, e.g., providing employment for trained and trainable people and using under-utilized facilities;

11. Capacity for being imaginative, creative, and innovative;

12. Capacity for clear definition of purposes, objectives and procedures;

13. Capacity for drawing upon the resources of several agencies when appropriate;

14. Capacity for involving the private sector in planning and implementation;

15. Capacity for involving women and minorities as practitioners, professionals, and program admministrators;

16. Capacity for self-renewal and adaptability to respond to changing needs;

17. Accountability;

18. Capacity for involving and drawing upon the resources of all levels of government;

19. Capacity for a comprehensive range of services to be delivered as individuals require them, e.g., nutrition, health care, recreation, psychological and social services, and education in cognitive, psycho-motor and affective areas;

20. Capacity for maximum utilization of media and materials for both programming and dissemination purposes; and

21. Capacity for making services available to all parents of all young children.

The research and evaluation studies discussed in this portion of the chapter lend strong credence to the potential of parent-focused early childhood programs to prevent educational problems from emerging in the elementary school years. The cost-effective implications of this potential will be discussed in Chapter 4. The critical variables in program effectiveness have been identified as a high level of parent involvement and program support for parents as the most important adults in the lives of young children.

Examples of Related Efforts in Other States

To ensure that this policy study was not performed without the benefit of knowledge of educational programs and services for families and children provided in other states, the Council and its Advisory Task Force contracted with a consultant to perform a review of these efforts. A comprehensive summary of parent and early childhood education programs and related research provided by the federal government and various funding sources in other states was prepared by Janice Colbert and is available on request from the Council on Quality Education office (Colbert, 1977).

The report describes several variations on Head Start, orginally established in the 1960's as primarily a preschool education program for low income four-year-olds, with additional social services provided for their families. These variations, approximately 60 in number, focus more centrally on parents and include Home Start, Child and Family Resource Programs, Parent-Child Centers, and Parent and Child Development Centers.

An example of an early childhood and family education program sponsored by a public school system in another state is the Brookline Early Education Project (BEEP). Sponsored by the Brookline (Massachusetts) Public Schools and offered in conjunction with Children's Hospital Medical Center, BEEP provided extensive diagnostic and educational services for families of children aged birth to kindergarten enrollment over a five year period. Families from a wide range of income and educational levels participated in the program. Since the fall of 1979, however, funding for direct services has ceased, although Carnegie Corporation funds continue to support research on the impact of BEEP.

Other school-related programs in the country include: the Parent-Child Early Education Program in St. Louis County, Missouri; the Parent and Child Education Project in Tucson, Arizona; the Parent Education and Preschool Program with Added Dimensions in Jefferson County, Colorado; and a center- and home-based program for parents in Salt Lake City, Utah. In the state of Washington, the community college system and adult vocational education jointly sponsor a network of parent and child education programs throughout the state.

There are further examples of increasing national focus on early childhood and family education programs. In 1978, Congress passed an amendment to the Elementary and Secondary Education Act (ESEA), Title IV-C. The amendment was sponsored by then Representative Albert Quie and adds early childhood and family education programs to the list of activities appropriate for use of these funds.

Although most national attention and professional efforts related to the serious problem of child abuse that have surfaced during the last 20 years have concentrated on identification, reporting, and intervention, child abuse prevention has begun to receive widespread focus. A major reason for this preventive focus is that the number of child abuse cases reported annually is becoming unmanageable. In Illinois, for example, child abuse reporting increased from a few hundred cases in 1966 to 25,000 cases in 1979. A conservative estimate of the national incidence of child abuse and neglect puts the number of cases annually at more than one million. (Coolsen, 1980)

Primary prevention in child abuse is defined as those efforts aimed at positively influencing parents before abuse or neglect occurs. The key aspects of primary prevention efforts are: (1) they are offered to all members of a population; (2) they are voluntary; (3) they attempt to influence societal forces which impact on parents and children; and (4) they seek to promote wellness, as well as prevention of family dysfunction. (Coolsen, 1980) These characteristics clearly describe the philosophy of early childhood and family education in Minnesota. Additionally, parent education is recommended as a primary prevention attack on child abuse and neglect by the Education Commission of the States (1976).

This review of related efforts in other areas of the country establishes the significance of the Minnesota early childhood and family education programs. Despite a variety of services designed for young children provided in other localities, a major state-funded attempt to support and enhance the role of parents of all income levels has not been enacted elsewhere. The U.S. General Accounting Office's national study of early childhood and family development programs shows that the Minnesota pilots constitute the most significant state effort in this program area to date (U.S. General Accounting Office, 1979).

In spring of 1980, the Minnesota Council on Quality Education was contacted by Dr. Paul Dokecki, principal investigator on the Carnegie Corporation-funded "To Strengthen Families Project" located at the Institute for Public Policy Studies, Vanderbilt University, Nashville, Tennessee. Dr. Dokecki has visited Minnesota twice since that time to examine the Minnesota early childhood and family education programs as a possible model for the nation. He reports, "There are many reasons to be favorably impressed by the ECFE program's accomplishments. There is no statewide or other large-scale program in the area of parent education that can match the Minnesota effort." (Dokecki, 1980) The final report for the "To Strengthen Families Project" is scheduled for completion in January, 1981 and publication by Jossey-Bass in late 1981. In a recent personal communication with Dr. Dokecki, he made the following comment, "In constructing our final recommendations, the really excellent, systematic work the state of Minnesota has been doing has been one of our most firm bases for formulation of national policy recommendations to strengthen families."

Reactions of Parents to Early Childhood and Family Education Programs

A detailed summary of telephone surveys conducted in 1976, 1977, and 1978 with parents who had participated in Minnesota's early childhood and family education programs is provided in Chapter 5 of this report. This information suggests substantial parent support for early childhood and family education.

In 1978, 220 parents were asked the following question: "There are many demands made on legislators to fund a variety of different educational programs. Given the problems in funding all education programs these days, how important should funding for early childhood and family education programs be?" Ninety-five percent of the parents responded that funding for the programs should be given either "top priority" or an "important" priority. That same year, 91 percent of parents interviewed reported that they had been helped either " a great deal" or "somewhat" in the performance of their parenting role since beginning participation in the programs. (Patton, 1978)

There appears to be a high level of interest in early childhood and family education services on the part of parents in other states. For example, a brief article on Minnesota's pilot programs published in the August, 1978 issue of McCall's magazine resulted in over 800 letters of inquiry to the Council on Quality Education from across the United States and Canada within five months. The majority of letter writers applauded the Minnesota effort and requested information on the location of similar programs in their local areas. The other common request was for titles of books and other sources for parents to consult for help in child rearing. This high interest seems to indicate a need felt by adults for support and assistance with their parenting role.

Additionally, it is not only low income parents who need and seek help in raising their children. A study of college-educated, middle class parents who planned for their first child, revealed a disenchantment with the parental role after the birth of that child. Eighty-three percent of these parents indicated that they experienced "severe crisis" in adjusting to the effects of the new child on their lives. They also stated that their school experiences had not at all prepared them to be parents. (Le Masters, 1968)

A recent Gallup pool on American families indicates that when asked whether family life-related education should be offered by the public schools, 87 percent of the respondents supported instruction in marriage and family life, and 86 percent supported instruction on how to be good parents. (American Research Corporation, 1980, p. 161)

Cautions for Family Programming

Two cautionary views regarding the provision of early childhood and family education are frequently noted. First, as Morgan (1977) has indicated, there is often too much discussion among policy makers about what families "should do". Programs become destructive when they display no trust in families' abilities to plan for themselves and their children. A more effective approach is to offer a variety of services to parents and to provide them with information on the options.

Secondly, parent education should not be viewed as a panacea for the problems of families or society. Social scientists have emphasized the need to focus on childhood environments and to recognize that social and economic conditions exert a critical influence on parents and children. Even with extensive parent intervention, children and parents from low income families will need many other forms of support, such as income supports, jobs, health care, and adequate nutrition. (Bronfenbrenner, 1974; Datta, 1973; and Keniston, 1977)

Summary Comments

This chapter focused on describing a rationale for the provision of early childhood and family education. It included information from the following perspectives: recent evidence of increasing pressures on American families; research on the critical role of parents in children's early years; research support for the effectiveness of parent-centered early childhood programs; examples of related efforts in other states; reactions of parents to early childhood and family education programs; and some final cautions on expectations for family programming.

Statistics describing the radical transformation of the "typical" American family suggest there is a need for services to support families of young children. The so-called "typical" family of four -- that is, an employed husband, a wife who does not work outside the home, and two children under 18 -- comprised only six percent of all Minnesota families in 1977 (Minnesota State Planning Agency, 1978).

There is substantial agreement among contemporary child development professionals on the importance of the first four years of a child's life and the critical role played by the family during those years. The literature points out that at no other time will a child develop so rapidly as during the first four years. This has led educators and psychologists to the contention that it is vital that early childhood programs be designed to assist the parent in his/her role as the primary educator of the child.

Research and evaluation studies on the effectiveness of parent-focused early childhood education lend strong support to the potential of these programs to promote significant educational gains and to prevent educational problems from emerging in the elementary school years.

A survey of parent/early childhood efforts in other states (Colbert, 1977) indicates that there are an increasing number of programs being provided through a variety of funding sources. Despite this fact, services to families of young children remain fragmented and comprise an extremely low percentage of federal and state spending on education. Two national studies on early childhood and family development programs (one to be published in late 1981) cite the Minnesota pilots as the most significant state effort in this program area to date (U.S. General Accounting Office, 1979; Dokecki, 1980).

Reactions of participating parents to the Minnesota early childhood and family education programs indicate a high level of satisfaction and support for the services. In a 1978 survey, 95 percent of 220 parents interviewed stated that funding for these programs should be given either "top priority" or an "important" priority by the Minnesota Legislature.

It seems clear that there are strong fundamental reasons for the provision of early childhood and family education programs to parents and children prior to school enrollment. The following statement is excerpted from a report on a study of American children and families commissioned by the Carnegie Corporation of New York:

> We believe that families should have access to services without stigma or barriers based on race or class. We also believe that services should be provided as an integrated network, so that instead of isolated programs for children, we have coordinated national and local systems to support families, giving them maximum choice of which services will best strengthen their ability to cope with the problems of living. Parents should participate in planning and running services; services should make full use of parents and others as paraprofessionals and volunteers. Finally . . . we believe this country is currently spending a great deal of money on repair rather than prevention. This emphasis should be reversed and every measure taken to save families before they reach the breaking point. (Keniston, 1977, p. 136)

CHAPTER 4:
COST-EFFECTIVENESS OF PROGRAMS FOR YOUNG CHILDREN AND FAMILIES

Introduction

Assuming belief in the following statements: (1) the early years of a child's life are critical; (2) the family is an extremely strong influence on children's development during these years; and (3) many stereotypes about families have become contrary to current reality; one could assume that programs designed for families of young children might have beneficial effects. A review of family programs and related research from across the country reveals strong support for the potential of parent-focused early childhood programs to prevent educational problems from emerging in the elementary school years. These findings were discussed in Chapter 3.

This chapter will describe research that illustrates both actual and projected cost-benefits related to this preventive aspect of effective programs for young children and families. The discussion will be based on findings from the Consortium for Longitudinal Studies (Ithaca, New York), the High/Scope Educational Research Foundation (Ypsilanti, Michigan), and the United States General Accounting Office (GAO -- Washington, D.C.).

Findings of the Consortium for Longitudinal Studies

Beginning in the early 1960's and independently of each other, eleven experimental early childhood education programs were carried out across the country. Located in urban and rural areas in the midwest, the northeast, and the south, the programs served largely low-income black families and their children ranging in age from three months to five years. Each of the programs was carefully planned and executed, with a research component built in through the selection of control groups of children who were not participating in the programs.

In the mid-1970's, the eleven program directors/researchers decided to pool the data they had each collected on the children and families who had participated in these early childhood programs. By this time, the children ranged in age from nine to 19 years. A twelfth research group at Cornell University, directed by Dr. Irving Lazar, agreed to analyze the accumulated information from the eleven research programs. Working together, this Consortium for Longitudinal Studies designed a common follow-up study.

This study looked at the long-term effects of early childhood programs on two areas -- later school performance, and attitudes and values of participating or treatment children as compared to those of nonparticipating or control children. Additionally, the study examined the comparative effectiveness of the eleven early childhood programs. The findings are described below. They are statistically strong and conservative.

Effects on Later School Performance (Consortium for Longitudinal Studies, 1979, pp. 6-12):

1. Early education significantly reduced the number of low-income children assigned to special education classes.

2. There is an "average" effect across the early childhood projects reducing the incidence of grade failure among low-income children.

3. Children who participated in preschool intervention programs were more likely than control children to meet at least the minimal standards of their schools.

4. Early education positively affected later school performance independently of the effects of the early background measures.

5. Prekindergarten programs affected special education, regardless of the effects of IQ scores at age six and all the other background measures.

6. There was no evidence that early childhood education helped brighter or less bright children more or less than others.

7. The programs apparently helped all children avoid assignment to special education and retention in grade, regardless of their sex or ethnic and family background.

8. Treatment children scored higher than control children on mathematics achievement tests. The verbal achievement scores showed a suggestive trend in the same direction.

9. The increase in IQ scores at age six shown by children who had participated in prekindergarten programs was attributable to that experience, independent of the effects of sex, initial IQ score, and the various measures of family background.

Effects on Attitudes and Values (Consortium for Longitudinal Studies, 1979, p. 14):

1. When asked, "What kind of job would you like your child to have later in life?", mothers of children who had attended the programs consistently named occupations that were higher than the occupations the children themselves hoped for.

2. Treatment children were more likely than control children to give achievement-related reasons for being proud of themselves.

3. Older treatment children rated themselves to be better students than their peers and tended to have more realistic vocational aspirations.

Analysis of the comparative effectiveness of the eleven early childhood programs was inconclusive and difficult for several reasons, including the fact that all of the Consortium programs were exceptionally well-run. Further work on this question, as well as on the entire research project, is continuing.

Findings of the High/Scope Educational Research Foundation

In 1962, David Weikart, current president of High/Scope Educational Research Foundation, began the Perry Preschool Project while director of special services for Ypsilanti (Michigan) Public Schools. Dr. Weikart is a member of the Consortium for Longitudinal Studies described above, but has continued to carry out independent research on the Perry Project in addition to providing data for the Consortium's study.

Fifty-eight children at the age of three and four attended the Perry Project successively between 1962-67. They were all from black, low-income families and had initial IQ scores below 85. A control group of 65 similar children was randomly selected from the same neighborhood over the course of these five years. Both groups of children have been followed for over 18 years.

Recent findings of the ongoing study are impressive. By age 15, the latest age for which complete evidence is available, children who attended a quality preschool with a strong parent involvement component, on the average, significantly out-performed children who had not. The major findings of the newly published report are described in a recent press release (Carnegie Corporation of New York, press release, December 14, 1980).

1. Children who had attended preschool scored higher on reading, arithmetic, and language achievement tests at all grade levels than children who had not. By age 15, children who had attended preschool tested eight percent higher, or the equivalent of more than one full grade better, than the children who had not attended preschool.

2. By the end of high school, only 19 percent of the children who had attended preschool had been placed in special education classes, as against 39 precent of those who had not. This constitutes a 50 percent reduction in the need for such services.

3. Children who attended preschool showed less tendency to display antisocial or delinquent behavior in or outside of school. Thirty-six percent of the 15-year-olds who had attended preschool were chronic offenders, as against 52 percent of those who had not.

4. Children who had attended preschool were more likely to hold jobs after school, a hopeful sign that the effects of preschool will extend to employment and other kinds of success beyond the classroom.

5. The long-term benefits of preschool outweigh the costs. The study demonstrates that a public school which invests approximately $3,000 for one year of preschool per child begins to recoup its investment immediately, in savings on special education and other special services. Preschool is substantially paid for, with interest, by the end of a child's school career. This return on investment does not include savings to society in lower delinquency rates.

6. Although the data are incomplete, early indications are that children who had attended preschool, now aged 19 to 22, will show a higher high school completion rate, a greater likelihood of attending college, less tendency to use welfare, higher employment, and lower arrest rates than those who had not.

A distinctive feature of this study is its extensive economic cost-benefit analysis. Specifically, the cost of operating the Perry Preschool (all amounts expressed in 1979 dollars) was $2,992 per year per child, a total of $5,984 for the two-year program. The benefits were: (1) $668 per child from the mother's released time while the child attended preschool; (2) $3,353 per child saved by the public schools because treatment children required fewer years of special education; and (3) $10,798 per child in increased lifetime earnings projected from educational status. These benefits total $14,819 per child. This means that taken against the cost of program operation, the benefits amounted to a 248 percent return on the original investment. (Schweinhart, 1980)

The same results have been obtained with each successive cluster of children who attended the Perry Project between 1962-67. Interestingly, the differences in academic achievement between the experimental and control children increased over time. By eighth grade, the experimental children tested the equivalent of more than one full grade higher than control children. (Carnegie Corporation of New York, press release, December 14, 1980).

The directors of the study, Weikart and Lawrence Schweinhart, speculate that the early childhood education program, which included a weekly home visit to the child's family, set up a chain of cause and effect. The children improved their cognitive abilities through the prekindergarten experience. This gave them a more successful school entry. In turn, they became more committed to schooling and demonstrated higher achievement levels. This success-oriented role was strengthened and supported by the reactions of teachers, parents, fellow students, and school administrators.

Findings of the United State General Accounting Office

In the late 1970's, the U. S. General Accounting Office (GAO) conducted a nationwide review of early childhood and family development programs. The review process took approximately two years. During this process, officials from the GAO performed a comprehensive search of existing literature on early childhood and family development; met with federal officials of the Administration for Children, Youth and Families and nationally recognized researchers in the field; solicited input from related national organizations; and visited a sample of federal early childhood demonstration projects located across the country. Minnesota's early childhood and family education programs received a visit from one of the directors of the study in winter of 1978, and were the only state-sponsored programs to be reviewed in depth by the GAO.

The final report to the U. S. Congress was released in February, 1979. In addition to the Congress, reports were submitted to the Director of the Office of Management and Budget and to the Secretary of Health, Education and Welfare. The central conclusion of the report was that early childhood and family development programs for low-income families are needed and that they can result in reduced health, social, and educational problems in young children that are expensive and difficult to overcome in later years.

The report lists the potential benefits to families from effective early childhood programming as follows: (1) improved preventive health care and nutrition for young children; (2) improved educational development in young children; (3) ready assistance to families at moments of crisis; (4) more parental awareness of child development and positive parent-child relationships; (5) assistance to families in understanding and dealing with the complex array of community resources; and (6) assistance to family members in establishing individual and family goals. (U. S. General Accounting Office, 1979, p. 74)

Potential cost-benefits of early childhood and family development programs were also described. They include (U.S. General Accounting Office, 1979, pp. 75-79):

1. A reduced need for spending for overcoming educational and health deficiencies in children;
2. A long-term reduced dependency on the public welfare system;
3. Reduced school failure leading to a reduction in unemployment;
4. Creation of multiple professional and paraprofessional jobs;
5. Improved self-sufficiency of families;
6. Increased tax revenues from salaries paid to program staff and the higher projected lifetime earnings of children enrolled in the programs;
7. Reduced costs associated with crime; and
8. Reduced human suffering immeasurable in dollars.

The GAO report concludes by recommending that Congress consider these cost-benefits in any deliberations on comprehensive child and family legislation, and that any potential program funding be increased gradually with evaluation performed concurrently.

Summary Comments

This chapter summarized research reports from three primary sources: (1) The Consortium for Longitudinal Studies in Ithaca, New York; (2) the High/Scope Educational Research Foundation in Ypsilanti, Michigan; and (3) the United States General Accounting Office in Washington, D.C.

Each of these reports strongly supports the potential of effectively implemented programs for young children and families to promote increased achievement levels of children and related benefits, and prevent or reduce a number of social and educational problems ranging from special education needs to juvenile delinquency. The research upon which these assertions are based is statistically and programmatically sound and reliable.

The report of the Consortium for Longitudinal Studies concludes with this statement:

> Currently the public appears to be disillusioned with large-scale social legislation and spending. We would ask the public and the policy-makers to notice the strength of these findings and to reconsider their commitment to the nation's children . . . by continuing to invest in preschool education. It is an investment in their future and in ours. (Consortium for Longitudinal Studies, 1979, p. 20)

CHAPTER 5:
MINNESOTA PROGRAM EVALUATION

Introduction

Evaluation is an important part of all social programs. However, it is particularly critical in programs that have been funded for the purpose of piloting a concept. The State's early childhood and family education program has been in a pilot stage since its initial authorization by the 1974 Legislature. Consequently, the Council on Quality Education and the Advisory Task Force on early childhood and family education have been conducting ongoing evaluations of the local programs since the first six began operation in fiscal year 1975. Council staff, consultants, and outside agencies have all played a role in these efforts.

At the time of its enactment, the early childhood and family education program was a concept. It had not been implemented other than in basically isolated instances, but the idea was amply supported by the research literature. This provided direction for evaluation efforts: to summarize the experience gained with operating pilot programs, and to feed this back into a process of refining the concept and improving the local programs.

After one year of experience with the program, the Council and Task Force convened a team of consultants to provide expert assistance in further developing the evaluation design. In December, 1975, an evaluator and two research specialists, all with national reputations in the area of programs for very young children and their families, participated in this task. Dr. Daniel Stufflebeam, Director of the Evaluation Center at Western Michigan University; Dr. Virginia Shipman, an authority on early childhood education with the Educational Testing Service; and Mr. Dennis Deloria, formerly Senior Research Consultant with the High/Scope Foundation (currently on staff with HEW's Office of the Administration for Children, Youth, and Families), met with persons on the Council, Task Force, staff, and the chairpersons of the Education Committes of the Legislature. Purposes of the program were reviewed and recommendations were made for its continuing evaluation. Overall, these suggestions strongly verified the need to systematically monitor the experience at the pilot sites and to translate this into program improvements.

Other suggestions indicated that efforts to "prove" that children participating in the programs would have, for example, better school achievement might be impossible within financial and time limitations related to the program. In this respect, the following factors were noted:

1. The program was not intended to provide full-time enrollment for children. Children would benefit more or less directly through increased sensitivity to their development needs on the part of the parents and caregivers.

2. Improved parenting skills of adults would affect children over a very long period of time and might not be most noticeable in the first few years of elementary school.

3. There are many dimensions of a child's development other than simply scoring well on tests of academic achievement. Yet, instrumentation and techniques for adequately measuring these forms of growth are weak and an evaluation design utilizing them would be extremely costly.

4. More extensively financed research had been conducted which provided a sufficient base for proceeding with the program.

5. The most critical need was to find out if the concept was workable in a variety of settings and if programs utilizing it could attain community acceptance and participation.

Annual evaluation studies were conducted during the period encompassing fiscal years 1975 to 1978. Overall, the studies trace a series of subtle changes in the operation of early childhood and family education programs. The reports also show a continued growth in participation and acceptance by families, as well as increasing competence shown by local staff persons.

As the early childhood and family education programs began the 1978-79 year, the evaluation emphasis broadened. While continuing to document participant receptivity and to assess the success of implementation by the local programs, an effort to evaluate the quality of services began. Working with members of the Council and Task Force, CQE and local staff, an evaluator established a series of criteria for the service components (e.g., parent and family education, child development activities) and administrative characteristics (e.g., program environment, staff) of the programs. On-site review teams included persons with expertise in early childhood and family education as well as evaluation, who examined each local program with respect to these criteria. (Patton, 1978; Patton et al., 1978).

An additional emphasis added to evaluation efforts since fiscal 1978 has been a tentative look at short-term program impact. In spring of 1979, all kindergarten teachers in elementary schools served by the (then) 22 early childhood and family education programs were surveyed. They reported on effects of the programs that they had observed in kindergarten children and families who had previously participated in early childhood and family education programs.

A second perspective on program impact was provided by a study which selected a sample of children whose families had taken part in an early childhood and family education program in fiscal 1978, who were entering kindergarten in the fall of 1980. A control group was also selected in each of these two locations. Teachers and parents were surveyed and kindergarten classes were observed to attempt to identify short-term outcomes of program participation.

This chapter provides an overview of all evaluation efforts to date. Copies of the reports cited here are available on request from the Council on Quality Education office. Detailed information on program participation and costs for fiscal year 1980 is provided in Chapters 6 and 7 of this report.

Evaluation, Fiscal Year 1975

In the first year of appropriations for early childhood and family education, CQE and the Task Force awarded grants to six pilot programs. A contract for evaluation services was let to the (then) Aries Corporation of Minneapolis.

Since this was the beginning of the attempt to transform the concept of early childhood and family education into an operating program, the firm's evaluation design was directed at describing the implementation in the six sites. The primary audiences were the Council, Task Force, and CQE staff, all of whom had a major responsibility for working with the local programs to solve problems and make improvements.

Specific evaluation procedures included: (!) reviewing the objectives in the funding proposal for each program, (2) visiting program sites, (3) surveying participating parents, and (4) describing the impact of each program on a small number of families in individual case studies.

The year-end report from the evaluator (Johnson, 1975) emphasized that the local programs had evolved during the year, partly reflecting their efforts to focus more clearly on the concept of early childhood and family education. The report also provided a detailed summary of each program, including a description of its clientele, objectives, organization and staffing, outreach efforts, programming activities, and participation. Other conclusions and recommendations included:

1. Using a strategy for continued development of the early childhood and family education concept that would examine and fund more diverse operating models and/or continue to develop increasing refinements in a single model;

2. Improving the analysis of the costs of each program;

3. Working to increase participation by families and helping local programs accomplish this with in-service training in outreach techniques;

4. Increasing and improving communication between local program staff and elementary school personnel;

5. Strengthening the organization of curriculum for parents; and

6. Clarifying the objectives for children's participation.

Evaluation, Fiscal Year 1976

During the second year of the early childhood and family education program, evaluation services were provided by an individual consultant, Judith Oberaigner, and were augmented by a telephone survey of parents conducted by the Minnesota Center for Social Research (MCSR). Prior to the beginning of this year, the Legislature had increased the appropriation. Consequently, the Council and Task Force were able to fund seven new programs. In addition, five programs received funding for continuation. (The request for continuation funds from one of the original six sites was not approved.) Thus, the number of operating local programs grew to 12 in the 1975-76 year.

Overall, the evaluation procedures and design strongly emphasized the process of refining the concept of early childhood and family education. The individual consultant worked closely throughout the year with CQE staff and reported directly to subcommittees of the Council and Task Force on several occasions during that time. The work of MCSR was supervised by the consultant, and commenced in the Spring, 1976, when a sample of parents from the 12 pilot locations was surveyed by telephone interviewers.

A year-end evaluation report (Oberaigner, 1976) was prepared the following summer. It provided extensive descriptive information about each of the local programs which was compiled through a written questionnaire and the evaluation consultant's observations gathered during on-site visits. Results of the telephone survey of parents were also included in the report.

Conclusions and recommendations included the following:

1. The evaluator stressed that the qualifications and competence of local staff persons comprised the single most important strength of the programs. The report noted that staff had devoted substantial amounts of extra time and shown exceptional resourcefulness in meeting unanticipated needs and in making local changes.

2. The evaluation concluded that the 12 programs had gathered momentum during the year and gained the community's acceptance.

3. It was noted that methods of collecting data and keeping records for the local programs needed to be improved. In particular, the report recommended clearer identification of the component services and relating participation figures to staffing and other costs for these services.

4. The consultant felt that stated objectives of the local programs lacked sufficient specificity. It was also suggested that each program prepare a statement of its philosophy to clarify the framework of its activities and to promote more understanding of its purposes.

5. The evaluator recommended that CQE change the process of applying for new continuation grants to reduce the time consumed in writing the application and to shorten the time it takes for start-up of a program.

6. It was noted that programs were operating mainly in accord with the typical school calendar. The consultant recommended this be examined, both to ascertain if activities should be available at other times and to create clearer operating schedules.

7. The report recommended examining the time local staff spend in contact with parents and children out of their total paid time. Concern was expressed about the practice of several programs starting staff several weeks before and after the period clients can participate.

8. It was also recommended that local sites establish their own internal evaluation procedures to assure that they were responding to the needs of parents.

Results of the telephone survey of a sample of parents, conducted by the Minnesota Center for Social Research, were also reviewed in the consultant's report. Nearly all parents gave a very high rating to their respective program. It was found that, for many families, the initial attraction was a specific service (e.g., health screening) and the opportunity for their child to interact with other children. A substantial majority said they planned to continue participating. Finally, the responses showed that parents generally enjoyed learning more about parenting and felt their children benefited by the developmental experiences.

Evaluation, Fiscal Year 1977

As the program proceeded with its third year of operation, evaluation responsibilities were shifted mainly to the Minnesota Center for Social Research (MCSR), a nonprofit evaluation agency affiliated with the University of Minnesota. Ancillary support for evaluation data collecting was provided by CQE administrative staff. An individual consultant, Dr. Lee Joiner, was retained to summarize this information and prepare a synthesis of the overall effort.

From a design standpoint, the overall evaluation emphasis continued to be that of gathering information from the operating sites to further refine the concept of early childhood and family education. Quantitatively, data collected about participation and costs were modified and given more emphasis.

The number of local program sites increased slightly. During the previous year, the Council had approved a grant for another early childhood program out of its funds for cost-effective/innovative grants. As the program was implemented, its similarity to the 12 programs piloted with the early childhood and family education funds became apparent. Accordingly, its funding source was changed, and the number of pilot sites increased to 13.

The evaluation work of the MCSR was performed through the use of teams who visited each of the 13 sites. The major purpose was to study the extent to which the local programs had successfully implemented the concept of early childhood and family education. The principal mechanism used was on-site interviews with participants, advisory committee members, program staff, and other school personnel. These efforts were augmented with observation of the activities at each program.

The report prepared by MCSR (Patton, 1977) provides detailed findings related both to the individual programs and to broader characteristics of the overall effort. The extensive discussion in the report proved to be a source of critical suggestions for the continued improvement of the program and concept.

In a major section, MCSR described its findings in relation to various types of services (e.g., parent education classes, home visits) across the 13 programs. In prefacing these comments, the report states: ". . . in our experience with demonstration projects, it is unusual to find programs where program implementation has been so thorough, so intense, and so successful." (Patton, 1977, p.5.)

While most of the sites were reported as having a group format for parent education, MCSR noted considerable variation in the way this component is operated. Some sites had a required minimum period of participation, while others allowed occasional attendance and/or did not specify a particular enrollment term.

Interview questions explored perceptions about the purposes and outcomes of parent education. Responses indicated that the major strengths of parent education sessions were: (1) getting mutual support from other parents; (2) creating a situation in which parents and children are in school together; (3) reducing feelings of isolation; (4) learning from other parents; and (5) gaining new information about child development. The most frequently mentioned weaknesses were: (1) the need to get more participation; (2) solving problems of transportation to the program sites; and (3) poor space and facilities.

Interviews also dealt with the value of the child development sessions conducted by most programs. The report noted how closely this is related to the parent education component, and that adult participants frequently observe or participate in the children's activities as part of the parent education format.

Responses of staff outlined the major strengths of this component as: (1) providing opportunities for the child to be with other children; (2) helping the child make the transition from an individual relationship with the parent to group situations; and (3) helping parents to improve their interaction with their child.

The report reviewed services delivered in home visits to parents and children, and noted this involves a relatively high cost. It pointed out, however, that this format is useful in serving families who live in isolated circumstances.

Additional observations were made about the remaining service components: library loans of learning materials, early health screening, and preparenting education for adolescents. Interviews with persons not part of the local program staff (e.g., other school personnel) were also summarized in the report.

In terms of local administration, the interview team gathered information about efforts to recruit participation (outreach), the operation of local advisory committees, program facilities, and staff for the programs. In each of the first three areas, some problems were noted. However, the report commented that the local staff is a "major area of strength".

A significant point in the report is the recommendation that more "hard" data should be gathered to document the effects of the programs. It points out that persons who were interviewed believe that the local activities are having an important impact, but that these subjective observations should be supported further ". . . to carefully fill in the details."

The Center conducted a telephone survey of parents participating at the 13 sites. As was the case in the preceding year, overall responses were highly positive. Parents were also asked to comment on the degree to which they felt they had changed as a result of the program. Three-fourths, or about 74 percent, reported they had changed either "a great deal" or "somewhat".

The report concluded that, overall, these discussions strongly reinforced the observation that the programs were exhibiting strong implementation of the legislation's major concept: helping the parent perform the parenting role. Over 80 percent of those interviewed also rated their respective program as "very effective".

A final and major section of the report provided a detailed description of each program site, its activities, and overall operation. Reports of the site-visit team's observation and ratings of specific activities were also included.

Administrative staff for CQE collected data specifically related to local costs and participation from each of the 13 program sites. Again, the main purpose was to aid in refining the implementation of the early childhood and family education program.

A synthesis by Dr. L. M. Joiner (1978) summarized the preceding data and file documentation for the 13 local programs. The report reviewed the purpose, rationale, and legislation for early childhood and family education, as well as selected aspects of the programs such as the various services, local advisory committees, outreach procedures, and staffing considerations. In particular, the synthesis stated that:

> During the three years since their inception, the programs have grown and changed, discovering and developing the mix of services best suited to each locality. Yet all of these programs were centered around the broad program offerings suggested by the Minnesota Legislature. (Joiner, 1978, pp. 62-63).

The summary concludes by commenting on the future directions and evaluation of early childhood and family education.

Evaluation, Fiscal Years 1978 and 1979

The 1977 Legislature increased the appropriation for pilot sites and stipulated that a minimum of 22 locations in rural, suburban, and urban areas receive grants. The Council and Advisory Task Force took action to add the necessary nine new programs the following summer.

Because the programs would probably continue for both years of the biennium, the evaluation cycle was modified. A design was developed which would produce a series of related reports. Components of this biennial evaluation plan included:

1. Preparation and updating of descriptive abstracts for operation of each local program (spring of 1978).

2. Interviews of participating parents by telephone (spring of 1978).

3. Collection of detailed participation and cost data (summer of each year).

4. Development of criteria to assess the quality of services for use by a team of independent observers (fall of 1978).

5. Administration of a survey of kindergarten teachers in each of the local program service areas to assess the impact of services (spring of 1979).

Local program staff authored abstracts that were used for purposes of evaluation and dissemination. The abstracts were prepared in the spring of 1978 in accord with a standard format.

The Minnesota Center for Social Research (MCSR) was again retained to conduct telephone interviews of a sample of participating parents from each program. In its report (Patton, 1978), findings were generally consistent with those of previous years. Those interviewed provided an average rating of 3.7 on scale of 0-4, with zero representing low or undesirable ratings. Nearly all the respondents, 95 percent, said that funding for early childhood and family education should be viewed as either an "important" or "top" priority. Over 90 percent of the parents indicated that their participation in the program had helped "a great deal" or "somewhat". Responses centered on the opportunities for parents and children to meet other

parents and children and on the value of the interaction. As with previous evaluations, parents commented on the high quality of local staff as an important strength of the programs. Most participants cited their desire for a source of stimulation for their children as the main reason they had become involved in this program. MCSR hypothesized that while most parents initially are looking for activities that will stimulate their children, their continued participation is based on the stimulation they receive in the activities designed for adults.

The most frequently mentioned weakness of the local programs was the need to expand services, either in the number of people that can be accommodated or with respect to the length of time services are offered. The interviews also included questions asking how long parents had participated. Responses varied greatly and ranged from one month to 36 months or more. The average number of participation instances, however, was over 50.

Administrative staff for the Council on Quality Education again summarized cost and participation data for fiscal 1978. It is significant to note that the annual average number of participants in the various services at the pilot programs has tended to increase from year to year.

Prior evaluations had indicated that local programs successfully implemented the concept of early childhood and family education. Moreover, responses of parents to the program had been very positive. Members of the Council and the Advisory Task Force felt that this would represent an appropriate point to assess the quality of the services provided at the local sites.

Contractual arrangements were again made to have the Minnesota Center for Social Research (MCSR) coordinate the difficult task of defining quality criteria and standards of excellence for early childhood and family education programs. In the spring of 1978, Dr. Michael Patton, director of the Center, began work with staff from each of the local program sites, as well as members of the Council, Task Force, and CQE staff. A final list of criteria was adopted in the fall (Minnesota Council on Quality Education, 1978a).

In October and November, 1978, teams from MCSR conducted on-site reviews at each of the 22 programs and made detailed use of the criteria. The report (Patton et al., 1978) stated that:

> . . . the overall conclusion of the site visit team is that the CQE programs are models of high quality parent education. It is unusual to find programs where implementation is of such a consistently high quality in accordance with basic legislative intent. Parent education is the core of the CQE early childhood and family education concept. Our observations affirm that the basic parent education core has moved beyond the concept phase into high quality implementation. (p. 28)

The report also contributed to the objective of improving the programs. It presented recommendations to enhance program quality and noted that ". . . we are able to direct our feedback at these relatively minor issues because we were so profoundly respectful of the overall quality of the programs and of the CQE administrative staff."(p. 62) The recommendations suggested the following (Patton et al; 1978, pp. 62-63):

1. CQE administration, staff, local advisory committees, and participants should take special care in the ongoing development of program plans to maintain focus on the central strengths of the CQE approach to early childhood and family education: a clear focus on parent education; a clear focus on parents as the primary targets of program activities; the maintenance of knowledgeable, enthusiastic, and committed staff; sensitivity to local needs and interests while maintaining a delicate balance between leadership and followship; and coordination with other community service organizations.

2. The role of local advisory committees needs to be continually examined so that they are active and relevant. Advisory committees should focus in particular on ways of supporting program autonomy, building consistency and stability into program activities, and maintaining high quality program staff.

3. Home visits need to be carefully examined to determine if the frequent focus on children has reduced the impact, or potential impact, of home visits on parents.

4. Outreach efforts need to be examined to determine if they have become overly routine and unproductive in programs that are operating at capacity. In particular, older programs need to examine their outreach efforts with regard to special populations and the amount of program resources being devoted to outreach.

5. The programs were generally characterized as having relatively low levels of meaningful parent input into the content and processes of the programs. Older programs which have worked with certain parents for several years are especially urged to examine ways in which those parents might play more productive roles in program activities. Experienced parents can be used for outreach efforts, for home visits, to assist in children's activities, and even to lead and facilitate parent discussion groups.

6. Needs assessment has been defined relatively narrowly in many programs. It has focused mainly on census data and interest questionnaires distributed to participants. A more clinical approach to needs assessment that provides for greater individualization of parent education might increase the impact of staff efforts.

7. There is a need to develop strategies to increase communications among programs and to provide more opportunities for program directors and other program staff to come together to reflect on what they are doing and to share information about how to do things better. Much of this sharing could revolve around the special strengths of particular programs which excel in certain areas such as home visits, outreach, curriculum planning, etc.

8. Closely related to the preceding point is the need to reduce the isolation of professional staff in small rural programs. Efforts in this direction may particularly require the leadership of CQE staff in the State office.

9. The quality of evaluation data being collected by and for local programs shows great variation. Many programs need encouragement and direction with regard to the importance of and methods for conducting local program evaluations.

In May of 1979, a mail survey of 76 kindergarten teachers from schools served by the 22 early childhood and family education programs was administered. The return rate was 62 percent, which is slightly above average for a mail survey of this kind. Seventy percent of the responding kindergarten teachers had taught at least three or more children who had previously been part of a CQE early childhood and family education program. Responses were reported only for teachers who knew they had taught at least one former program participant.

Compared to kindergarten children in general, these teachers believe that children from CQE early childhood and family education programs have more positive attitudes toward school (90 percent agree); better all-around preparation for school (92 percent agree); better preparation in pre-kindergarten basic skills (87 percent agree); more confidence (92 percent agree); more social skills for interacting with other students (90 percent agree); better relationships with their parents (86 percent agree); fewer behavior problems (77 percent agree); and more emotional maturity (79 percent agree).

Teachers were also asked about their perceptions concerning the impact of the CQE programs on parents. Compared to parents in general, kindergarten teachers believe that parents who have participated in CQE early childhood and family education programs are more active in their child's school (87 percent agree); more knowledgeable about child development (87 percent agree); more able to help their children with their school experience (87 percent agree); more confident as parents (87 percent agree); and more communicative with early elementary teachers (87 percent).

Finally, 96 percent of the teachers responding felt that funding for early childhood and family education should be given either a high (70 percent) or medium level (26 percent) priority by the Minnesota Legislature.

It is clear from the responses described above that kindergarten teachers believe that early childhood and family education programs have positive and visible impact on participating parents and children. (Patton, 1979)

Evaluation, Fiscal Years 1980 and 1981

Again in 1979, the Minnesota Legislature increased the appropriation for early childhood and family education and stated that up to 36 programs could be operated with these funds. New proposals were solicited, and the Council transmitted grants to 13 new programs in the fall of 1979, bringing the total of locations to 36.

As developed by the Council and Advisory Task Force, components of the evaluation plan for this biennium include:

1. Collection of detailed participation and cost data (summer of each year).

2. A broad-based field testing of a questionnaire specifically designed by an evaluator and the local program directors to assess the impact of program participation on the behaviors, opinions, feelings, and knowledge of parents (fall of 1979).

3. An assessment of short-term outcomes of program participation on a sample of fiscal 1978 participants from two locations as compared to a sample of nonparticipants from the same locations (summer and fall of 1980).

4. Refinement and application of criteria of quality implementation to 13 second-year programs (fall of 1980).

5. Case studies of a sample of participating families from three program locations (1980-81 school year).

6. Initial development of a data collection system for gathering descriptive information on all families participating in the programs (spring of 1981).

Periodic CQE staff site visits to each of the 36 local programs are supplementing these evaluation efforts.

Chapters 6 and 7 of this report describe the participation and cost data collected for fiscal year 1980, which is the most currently available to date.

During the spring and summer of 1979, Dr. Michael Patton worked with the directors of "established" local programs to develop a questionnaire designed for completion by parents upon beginning and again upon completing a phase of program participation. The questionnaire was field tested in 20 of the program locations and completed by over 2,240 parents during the fall of 1979.

Analysis of the results of this field test indicates that the parent self-assessment questionnaire basically fails as a pre-test to post-test instrument. Especially on the behavior, personal opinion, and knowledge items, there is little room for movement as a result of program participation. Respondents generally answered these items near the desired extreme of the continuum on the pre-test. Either parents enter the programs already exemplifying the qualities considered most desirable by the program directors, or program impact is in areas of nuance and increased confidence and certainty in desirable parental qualities. If the latter is the case, Dr. Patton speculates that possibly no standardized instrument will be able to pick up on these subtle nuances, and that a more qualitative research approach will be required to measure program impact.

The questionnaire retains some usefulness as a needs assessment instrument. However, it was decided that without extensive revision, its limited positive aspects did not justify the administrative expense required to continue use of the questionnaire at this time. (Patton, 1980)

During the summer and fall of 1980, the firm of Anderson & Berdie Associates, Inc. was retained to look at short-term outcomes of early childhood and family education programs in either their sixth or seventh year of operation. It was initially decided that one rural, one suburban, and one city program would be examined. During the early phase of the evaluation, however, it was determined that neither the Minneapolis nor St. Paul programs could be effectively evaluated within the specified design due to the geographic mobility of participant families. Therefore, an increased sample size was drawn from the rural (Staples Rural Family Development Program) and suburban (Bloomington Parent & Child: Growing Two-gether Program) sites selected for the study. The purpose of the evaluation was to determine whether or not these two programs had an impact upon their participants.

Three techniques were used to gather information for the study. First, parents who participated in the ECFE programs and parents who did not participate in these programs were surveyed by telephone. Second, teachers of kindergarten classes which contained a significant number of students who had participated in ECFE were asked to rate all children in their classes on dimensions addressed by the programs. Third, independent observers rated these classes of children using the same dimensions as the teachers had used.

In reporting the results, the authors caution that generalizing the findings of this evaluation project to other ECFE programs located throughout the State may or may not be accurate, since the differences among the programs make such generalizations difficult. Additionally, the design limitations on the study did not allow for measures on the parents and children who participated in the Bloomington and Staples study prior to their participation. This presents two significant methodological problems. First, it cannot be assumed that the parents who participated in the ECFE programs are a random sample of parents. Thus, differences observed between program participants and nonparticipants may or may not be attributable to the program. Second, without preliminary data on participants, measuring impact of the program on parental confidence or skill in the classic research sense is nearly impossible. Yet since this evaluation approach included three types of data collection -- parental comparisons, child comparisons, and parent opinions, valid conclusions can still be drawn. These are summarized below. (Anderson & Berdie, 1980, pp. 19-21)

1. Parent participants and nonparticipants at Staples did not differ in many ways, while there were notable differences between participants and nonparticipants at Bloomington. One reason for this may be that non-participants in Staples rated higher in certain desirable parenting behaviors than did Bloomington nonparticipants. This might allow more evidence of program impact on parents to emerge in the Bloomington program.

2. There were no significant differences between teacher or independent observer ratings of participant and nonparticipant children in either the Bloomington or Staples programs. However, three factors may explain this lack of evident impact. First, teachers rated most of their students highly on all characteristics of the scale used, leaving little room for improvement in ratings regardless of ECFE program effects. Second, the impact of ECFE on children may not become obvious until several years after kindergarten. (Longitudinal studies of similar programs have found that evidence of program impact increases with elementary level.) Finally, it is possible that the rating scale used to compare students may not have been sensitive enough to pick up subtle differences that might exist between participant and nonparticipant children.

3. Both the Staples and Bloomington programs looked very favorable when assessed by directly asking participants about the impact of ECFE. All of the participants at both sites say that since their participation in the ECFE program in their area, they: (a) are better informed as a parent, (b) are more aware that other parents have many of the same problems, and (c) have a better understanding of the similarities and differences among children. Virtually all (more than 90 percent) of participants at both sites say that they now: (a) are more aware of different ways to raise children, (b) better understand their child's behavior, and (c) feel better about their skills as a parent. Based on parental responses, it appears that both ECFE programs are successful in preparing participants for the wide variety of situations they may encounter in their role as a parent.

The Anderson and Berdie report concludes by suggesting that the Council on Quality Education address the issue of ECFE program impact by initiating two types of research. First, a concerted effort should be directed toward discovering or designing measurement techniques sensitive enough to detect small differences among participants on dimensions the ECFE programs are designed to affect. These instruments must be administered to persons both prior to and after their participation in the ECFE programs. Second, longitudinal research is needed to better assess the effects of the programs on children and families over the course of time. The authors add that a large enough number of parent and child participants should be included in the research effort to enable the resulting information to be analyzed in a statistically meaningful fashion. (Anderson and Berdie, 1980, p. 23)

The quality criteria for early childhood and family education programs developed by Dr. Michael Patton and local program directors (discussed earlier in this chapter) were revised in the fall of 1980. Drs. Karen Hess and John Bowers directed this evaluation effort. Their tasks were to assess the quality of 13 second-year ECFE programs and to identify potential areas for improvement in each of the programs.

The evaluators began with an intensive document review on the 13 programs, including the second-year proposal and negotiated grant budget for each. Evaluation instruments (including the Patton quality criteria) were then revised and/or developed with extensive input from the program directors. After completion of this process, Drs. Hess and Bowers visited the programs separately, so that each program received an initial and a follow-up visit. In addition to the site visits, participating parents and advisory council members were surveyed on their reactions to and assessment of their local program.

As the final report (Hess & Bowers, 1980) describes, the 13 second-year programs are very diverse in geography, economics, and ethnicity. Five are in metropolitan areas and eight are in small towns or sparsely populated rural areas. Of the latter eight programs, three are operating on American Indian reservations. Although the types of service components provided are similar, the manner in which they are offered varies. The budgets and staffing of the programs also vary considerably.

Hess and Bowers summarize the central conclusion of their report as follows:

> The main conclusion of this study can be simply stated: thirteen second-year ECFE programs funded by the Minnesota Council on Quality Education have been effectively implemented in diverse settings and have positively benefited parents and children in ways reflecting CQE's and their individual intended objectives. . . . Programs are characterized by clarity of mission, productive activity, creative direction, staff competency, and flexible adaptation to local needs of parents and their children. (Hess and Bowers, 1980, p. 31)

In reporting on the results of the parents' survey, Hess and Bowers describe the parent participants in the ECFE programs as unquestionably "true believers".

> Parent ratings of program features were exceptionally high. Programstaff and materials and activities provided for children were highest rated of various program features. Program opportunities provided parents -- to share problems, to make suggestions, to feel good as a parent, to discuss matters of importance to them, and to build on their strengths as parents -- received high ratings from parents. Parent activities and materials received slightly lower average ratings, but they were, nevertheless, high. (Hess and Bowers, 1980, p. 33)

The principal recommendations of the final report are summarized below (Hess & Bowers, 1980, pp. 34-36).

1. As an intervention agent, the Council should continue to support flexibility in program development and operations. The Council maintains good administrative control, but it must exert normative control as well, so that program objectives remain clear though expressed in a variety of locally responsive ways. Intervention nearly always represents some collision of goals, values, activity structures, and roles held within a local program context and those expected by a sponsor. Mutual adaptation is essential for successful intervention. Its expression through these second-year programs testifies to CQE's awareness of local needs and its maintenance of overall ECFE program goals.

2. For some programs, "ownership" may be somewhat at risk. These are ECFE programs, and local level staff must be able to rely on CQE's normative support when a question of ownership might arise. While program ownership is shared by the Council and the local context of implementation, central ECFE objectives must operate. The control of objectives and their achievement is maintained by frequent and timely monitoring and by insisting that programs establish satisfactory procedures for self-assessment.

3. The role of advisory councils may not be altogether satisfactory in some cases for these programs. Each program should have an ECFE advisory council that is formed for the program; existing advisory groups should not assume "add-on" ECFE responsibilities. That is the surest way to run a risk of having an ECFE program co-opted for other than intended purposes. In addition, advisory councils should include a good cross-section of the population served, and members should have their roles on the council clearly defined. An active, effective advisory council can do much to stretch the resources available to an ECFE program.

4. ECFE programs should be coordinated with the district and, if such exists, its community education division. In the sites visited, districts for these programs were not only highly supportive, but appeared to maintain a separation of ECFE and district objectives. Schools are and should be represented in programs, but their influence must not overtip ECFE program objectives.

5. Continuing in-service is needed by some programs. Directors are appreciative of CQE support given to program staff development and regard its effects highly. In-service is costly; time for it must be efficiently used. Agendas devoted to specific program components would be of benefit to less experienced directors who want ideas. Program staff also request opportunities for more cross-program exchange.

6. The Council's ECFE program is an outstanding example of effective program development and support. Program concepts are clear; parent and child activities are developed in response to local needs. There is no doubt that these programs also have significant effects on parents and children. Effects are not currently measurable. They could be. And the public should be told of them when they are.

7. Second-year programs, certainly those represented here, are capable of carrying out self-evaluation, but procedures for doing so efficiently are needed. An excellent step taken by the Council was its development of criteria and indicators of the quality of program components. All program directors should be introduced to these quality criteria early and reminded of them often. Self-assessment procedures and progress measures related to ECFE criteria should be developed and reported from the inception of any program.

8. Questions program directors are grappling with are numerous. CQE might provide some guidance on the following commonly mentioned questions:

   -- Should family day care parents be allowed to bring other than their own children to the program?

   -- How large should the parent discussion groups be for maximum effectiveness?

   -- What should be done with parents who are habitually absent from sessions?

   -- How extensive should outreach be if the program is already at or near capacity?

   -- How long should parents remain in the program? How can "long time" parents be used to expand and extend the program for new participants?

   -- What are the optimal age groupings for the child sessions? Should parents also always be grouped according to their children's ages?

   -- Is there an optimal length and frequency of sessions? Should scheduling be different for fathers and for working parents?

9. CQE might also consider developing its own newsletter to programs. It might contain upcoming events and include the best ideas and suggestions gleaned from the individual program newsletters.

10. CQE should continue to provide the caring support, firm guidance, and open communication provided to date.

Hess & Bowers also produced individual reports on each of the 13 programs in which strengths and weaknesses of each site are detailed. These are intended for limited distribution to the programs described in the separate reports.

Work on the final two components of the evaluation plan for the fiscal 1980-81 biennium -- case studies of participating families and initial development of a data collection system to gather descriptive information on participating families -- is ongoing at this time.

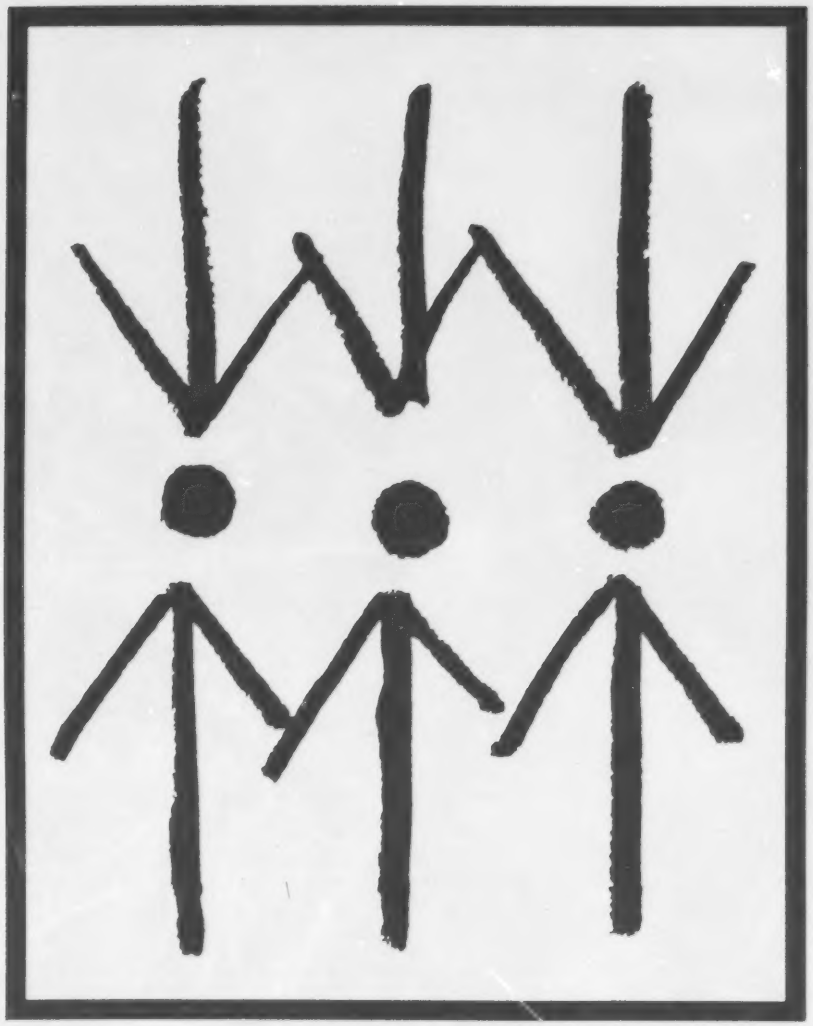
Summary Comments

This chapter has provided an overview of evaluation reportage for the Minnesota early childhood and family education programs since their inception in 1974. The general design of these evaluations has been to focus on refining the concept through the experience gained in the programs. Evaluation responsibilities have been performed by individual consultants, outside agencies, CQE staff, and local program personnel.

Over time, the findings have reflected a steady growth in the quality of program services and administration. However, this documentation has also helped identify a variety of areas that have needed improvement. Consequently, the reports have been extremely useful to CQE in administering this pilot effort.

The most consistent evaluation findings document the strong competence and commitment of the staff persons in the local programs, and the favorable attitudes of participating parents. There has also been substantial agreement among evaluators about the strength of the program and its concept.

Members of the Council on Quality Education and its Advisory Task Force on early childhood and family education have recommended that this program receive support for a controlled expansion, eventually resulting in the availability of these services throughout Minnesota. Recognizing, however, that this will involve increasing appropriations, additional funds are being sought from private foundations to implement a long-term followup of individual participants. It is hoped that along with continued evaluation efforts, this data system will provide a more detailed documentation of the program's impact over time.



Section Three:
Costs of Early Childhood & Family Education in Minnesota

CHAPTER 6: PARTICIPATION BY SERVICE COMPONENTS

Introduction

Service components found in early childhood and family education (ECFE) programs include center- and home-based parent and family education, center-based child development activities, children's health screening, family resource libraries, and preparenting education for adolescents. Although all 36 programs provide parent education and child development activities as well as family resource libraries in some form, the provision of other service components varies among programs.

Families and their young children are eligible for services offered by the program if the adults are caregivers, expectant parents, or parents of a child aged birth to kindergarten enrollment, and if they live within the elementary school attendance area(s) served by an early childhood and family education program.

Variations among program sites in the manner by which parent and family education is offered have been considered a matter of local discretion by the Council on Quality Education. In other words, the Council and Advisory Task Force have not taken the position of requiring that a local program serve adults a particular number of times or that a minimum proportion of that population be brought into participation. Instead, local experimentation with different service formats has been encouraged and felt to be consistent with the pilot character of the legislation.

Parent and Family Education

Table 6.1 displays local estimates of the number of adults eligible for services, and actual participation in parent and family activities at the 36 programs in fiscal year 1980. In terms of the eligible population, the total of local estimates for this figure was 47,710 adults in fiscal 1980. The number of adults eligible for a local program ranges from a low of 63 in Park Rapids to a high of 9,139 in Rochester; across the 36 programs, an average of 1,325 adults was calculated.

Variations in the estimated numbers of eligible adults are due to factors such as population density, number of elementary attendance areas served, urban/suburban/rural setting, and size of school district. For example, the program in Park Rapids served the attendance area of an alternative school within the school district. The low number of eligible adults reflects that rural area's low population density and the number of children eligible to attend the alternative school. The program in Rochester served an entire school district, or 18 attendance areas, in a mid-sized city.

Parent and family education provides information on child development and opportunities for parents to share alternative child-rearing styles. All programs offered center-based parent and family education, which included group activities such as formal and informal small group discussions, guest speakers, workshops, field trips, and observation of and participation in learning experiences for children. According to Table 6.1, a total of 5,587 adults attended center-based parent and family education group activities two or more times during fiscal 1980, an average of 155 for each program.

Table 6.1 Adult Participation in Center-Based and Home-based Parent and Family Education at 36 ECFE Programs Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	ESTIMATED NUMBER OF ELIGIBLE ADULTS	ATTENDANCE AT CENTER-BASED ACTIVITIES		INVOLVEMENT IN HOME-BASED ACTIVITIES
		2 OR MORE TIMES IN GROUP ACTIVITIES	1 OR MORE TIMES IN INDIV. ACTIVITIES	2 OR MORE TIMES
6th Year Programs				
Minneapolis VIP	1,608	109	27	193
Rochester	9,139	403	127	N/A
St. Paul - Dayton's Bluff	2,471	112	45	37
So. St. Paul	1,495	239	111	N/A
Staples	610	117	222	217
5th Year Programs				
Backus	154	32	25	92
Bloomington - Valley View	459	235	106	9
Lewiston	552	128	32	36
Mankato	1,795	513	675	85
Minneapolis - Powderhorn	2,000	230	N/A	18
Mounds View	650	154	75	N/A
Robbinsdale	2,684	157	N/A	N/A
White Bear Lake	1,400	125	186	N/A
3rd Year Programs				
Aitkin	713	183	242	21
Bloomington - Cedarcrest	370	168	95	N/A
Duluth - Lincoln	400	152	20	25
Fairmont	1,100	210	125	23
Littlefork	350	140	95	95
Osseo	750	300	160	N/A
St. Charles	390	97	15	12
St. Louis Park	3,516	311	355	N/A
St. Paul - Learning Circle	1,200	56	11	16
St. Paul - Battle Creek	930	127	199	13
1st Year Programs				
Deer River	870	24	9	8
Duluth - Morgan Park	375	101	5	10
Luverne	356	55	25	N/A
Madelia	203	51	93	19
Minneapolis - Agassiz	472	60	91	N/A
Minneapolis - Parent Puzzle	2,079	100	120	N/A
Montevideo	550	79	N/A	N/A
Onamia	400	53	125	40
Park Rapids	63	60	60	60
Roseville	4,112	223	82	23
St. Anthony	350	52	48	N/A
Thief River Falls	1,656	111	3	2
Winona	1,488	235	32	8
TOTAL	47,710	5,587	3,641	1,062

Individual activities in center-based parent and family education included conferences with program staff and meetings to discuss referrals to other community agencies on request of the family. Thirty-three programs reported a total of 3,641 adults, or an average of 110 persons for each of these locations, who participated at least once in individual center-based parent and family education activities. The remaining three programs did not report individual activities because the emphasis in their services was on group experiences.

Twenty-three ECFE programs chose to implement home-based parent and family education in fiscal year 1980. As reported on Table 6.1, 1,062 adults received two or more home visits during the year, an average of 46 for each program. Six programs -- Minneapolis VIP, Staples, Backus, Mankato, Littlefork, and Park Rapids -- accounted for about 70 percent of this participation. Each of these sites relies heavily on home visits to reach parents who do not have transportation, or who may be reticent about attending center-based activities. Other programs make more occasional use of home visits to reach families with special needs, or to provide individualized services to families who also attend center-based activities.

Because all programs generally allow eligible adults to participate in any parent education activity (including discussion groups, workshops, individual conferences, field trips, home visits) at the respective sites, it is helpful to consider the attendance patterns for all experiences. Table 6.2 shows that 6,584 adults, or 14 percent of the estimated eligible population, attended a parent and family education activity at least twice in fiscal year 1980, an average of 183 per program. Data in this table also show that slightly more than half of these, or 3,359 persons, attended 10 or more times.

The range in the proportion of eligible adults served by each program is related to the size and population density of its service area and to the intensity of services offered. For example, Rochester involved 483, or about five percent of its 9,139 eligible adults, in parent education activities. This program served an entire mid-sized city, and involving only five percent of eligible adults still required placing limitations on intensity of annual attendance. In Backus, 67 percent, or 409 of 610 eligible adults, participated in parent education activities. Although this program also served the entire school district, the sparsity of population in this rural area allowed the program to offer services to all eligible parents without limitations on intensity of participation.

It is also useful to consider the total number of hours in which parent and family education activities were offered at each program duirng fiscal 1980. Table 6.2 shows that for all 36 programs, a total of 26,865 hours, or an average of 746 at each site, was reported. Since on the average, the programs operated approximately 31 weeks, this indicates a mean of about 24 hours per week in each program for parent and family education activities. Excluding the 13 first year programs, whose start-up dates were up to two months behind established programs, a total of 22,578 hours of parent education activities, or an average of 982, was offered by the 23 continuing programs. Since these programs operated about 35 weeks, this indicates a more typical average of about 28 hours of parent and family education activities per week. The variation among programs in total hours of parent and family education activities reflects differences in intensity and format of services selected by the local program, as well as differences in total operating weeks per year.

Table 6.2 Adult Participation Patterns:
Total Hours Offered; and
Hours Spent by a Typical Parent
in Any Parent and Family Education at 36 ECFE Programs
Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	ESTIMATED NUMBER OF ELIGIBLE ADULTS	INVOLVED IN ANY PARENT AND FAMILY EDUCATION ACTIVITIES		TOTAL HOURS PAR. ED. OFFERED	EST. PART. HRS. OF A TYPICAL PARENT
		2 OR MORE TIMES	10 OR MORE TIMES		
6th Year Programs					
Minneapolis - VIP	1,608	220	131	4,358	132
Rochester	9,139	483	260	924	32
St. Paul - Dayton's Bluff	2,471	147	74	750	21
So. St. Paul	1,495	263	112	886	60
Staples	610	409	147	1,404	36
5th Year Programs					
Backus	154	38	35	1,125	20
Bloomington - Valley View	459	264	167	1,180	113
Lewiston	552	141	55	387	47
Mankato	1,795	598	251	1,184	30
Minneapolis - Powderhorn	2,000	280	92	980	120
Mounds View	650	191	165	1,073	83
Robbinsdale	2,684	157	157	320	48
White Bear Lake	1,400	125	76	250	32
3rd Year Programs					
Aitkin	713	195	104	800	14
Bloomington - Cedarcrest	370	178	110	840	80
Duluth - Lincoln	400	170	82	490	95
Fairmont	1,100	230	116	1,892	100
Littlefork	350	135	50	375	32
Osseo	750	320	270	725	50
St. Charles	390	97	56	504	54
St. Louis Park	3,516	311	161	943	90
St. Paul - Learning Circle	1,200	61	25	320	150
St. Paul - Battle Creek	930	156	46	460	20
1st Year Programs					
Deer River	870	25	6	96	96
Duluth - Morgan Park	375	113	48	215	60
Luverne	356	83	37	228	58
Madelia	203	70	41	144	48
Minneapolis - Agassiz	472	60	33	211	25
Minneapolis - Parent Puzzle	2,079	113	31	221	20
Montevideo	550	79	13	135	12
Onamia	400	84	28	198	27
Park Rapids	63	60	20	310	108
Roseville	4,112	272	145	843	54
St. Anthony	350	52	48	142	30
Thief River Falls	1,656	111	39	198	17
Winona	1,488	243	120	846	26
TOTAL	47,710	6,584	3,359	26,365	2,040

Local staff were asked to estimate the total number of hours an adult typically spent participating in parent and family education activities. Table 6.2 shows this estimate for the 36 programs during fiscal year 1980. Across the 36 programs, the average estimated involvement for an adult was 57 hours. This translates into about 1.8 hours per week at a location operating 31 weeks during the year and reflects the strong emphasis within the concept of ECFE on involving adults. This degree of parent participation is not commonly found in other types of early education, such as nursery school or day care programs.

Child Development Activities

Table 6.3 presents data on the participation of children (aged birth to kindergarten enrollment) in child development activities at the ECFE program sites. For fiscal year 1980, local staff estimates indicate that a total of 33,144 children were eligible for ECFE services, an average of 921 children for each program. This estimate ranged from 86 at Park Rapids to 5,123 in Rochester.

As described earlier, the program in Park Rapids served one attendance area within a rural district where the population is spread over a wide area. The Rochester program served an entire mid-sized city. The same factors contributing to variations in the number of eligible adults affected the number of eligible children: population density, number of elementary attendance areas served, urban/ suburban/rural setting, and size of school district.

While there were an estimated 33,144 children eligible, it is interesting to note that the estimated number of eligible adults was only 47,710, a ratio of about 1.4 adults for each child. While these are estimates, this information suggests that participants include couples with several children under kindergarten enrollment age, as well as single parents with one or more children under age five.

Center-based child development activities are provided in an environment carefully planned to meet the social, emotional, physical, and intellectual needs of young children. Sessions are usually conducted on a weekly basis and last from one to three hours. Activities are offered for mixed age groups or separately for infants, toddlers, and prekindergarten children, and are typically held along with center-based parent and family education activities. Thirty-five of 36 programs offered center-based child development activities for children aged birth to enrollment in kindergarten.

As Table 6.3 indicates, a total of 5,814 children attended center-based child development activities in fiscal year 1980. Of these, 2,966 were under age three (an average of 85 per program), and 2,848 aged three to kindergarten enrollment (an average of 81 per program). Low participation at sites such as Deer River (26 children) and Park Rapids (53 children), primarily reflects the experience of programs during their first year of operation, with delayed start-ups and efforts to build familiarity, acceptance, and participation in the community.

Services to young children are also provided through home visits. Home visitors attempt to involve several family members (father, mother, siblings, and extended family members) in the learning process. The visitor works on an individual basis with the family in activities especially designed for the child's level of development.

Table 6.3 Participation of Children by Age Group in Center-based and Home-based Child Development Activities at 36 ECFE Programs Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	ESTIMATED NUMBER OF ELIGIBLE CHILDREN	ATTENDANCE AT CENTER-BASED ACTIVITIES			INVOLVEMENT IN HOME-BASED ACTIVITIES		
		UNDER 3 YEARS OLD	AGE 3 TO KDGTN	TOTAL	UNDER 3 YEARS OLD	AGE 3 TO KDGTN	TOTAL
6th Year Programs							
Minneapolis - VIP	2,171	82	54	136	128	101	229
Rochester	5,123	258	192	450	N/A	N/A	N/A
St. Paul - Dayton's Bluff	2,221	87	72	159	26	30	56
So. St. Paul	1,036	136	126	262	N/A	N/A	N/A
Staples	498	57	83	140	69	114	183
5th Year Programs							
Backus	117	26	35	61	48	46	94
Bloomington - Valley View	305	96	149	245	9	7	16
Lewiston	395	70	92	162	19	29	48
Mankato	1,375	324	228	552	78	33	111
Minneapolis - Powderhorn	1,400	160	100	260	12	8	20
Mounds View	1,000	92	77	169	N/A	N/A	N/A
Robbinsdale	1,462	44	57	101	N/A	N/A	N/A
White Bear Lake	733	95	48	143	N/A	N/A	N/A
3rd Year Programs							
Aitkin	465	128	84	212	18	18	36
Bloomington - Cedarcrest	259	101	71	172	N/A	N/A	N/A
Duluth - Lincoln	375	55	80	135	18	17	35
Fairmont	725	107	138	245	13	34	47
Littlefork	220	60	65	125	20	43	63
Osseo	380	40	120	160	N/A	N/A	N/A
St. Charles	290	29	92	121	4	10	14
St. Louis Park	2,114	157	126	283	N/A	N/A	N/A
St. Paul - Learning Circle	535	42	20	62	17	5	22
St. Paul - Battle Creek	626	31	109	140	6	11	17
1st Year Programs							
Deer River	435	14	12	26	7	5	12
Duluth - Morgan Park	425	40	51	91	10	3	13
Luverne	580	33	33	66	N/A	N/A	N/A
Madelia	336	18	39	57	18	23	41
Minneapolis - Agassiz	495	37	28	65	N/A	N/A	N/A
Minneapolis - Parent Puzzle	1,143	63	59	122	N/A	N/A	N/A
Montevideo	801	38	35	73	N/A	N/A	N/A
Onamia	283	N/A	N/A	N/A	18	22	40
Park Rapids	86	32	21	53	28	24	52
Roseville	2,182	94	114	208	31	9	40
St. Anthony	309	23	45	68	N/A	N/A	N/A
Thief River Falls	1,056	45	48	93	2	N/A	2
Winona	1,188	252	145	397	4	11	15
TOTAL	33,144	2,966	2,848	5,814	603	603	1,206

Table 6.4 Children's Participation Patterns; Total Hours Offered; and Hours Spent by a Typical Child in Child Development Activities at 36 ECFE Programs Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	ESTIMATED NUMBER OF ELIGIBLE CHILDREN	INVOLVED IN ANY CHILDREN'S SERVICES		TOTAL HOURS CHILD DEVLPT. OFFERED	EST. PART. HOURS OF A TYPICAL CHILD
		2 OR MORE TIMES	10 OR MORE TIMES		
6th Year Programs					
Minneapolis - VIP	2,171	260	132	4,558	132
Rochester	5,123	450	255	924	32
St. Paul - Dayton's Bluff	2,221	207	107	717	25
So. St. Paul	1,036	302	152	835	60
Staples	498	271	131	1,404	30
5th Year Programs					
Backus	117	110	69	1,080	20
Bloomington - Valley View	305	260	180	1,196	113
Lewiston	395	230	99	266	45
Mankato	1,375	663	293	1,184	30
Minneapolis - Powderhorn	1,400	282	132	985	120
Mounds View	1,000	175	141	1,073	83
Robbinsdale	1,462	152	152	528	48
White Bear Lake	733	95	90	385	58
3rd Year Programs					
Aitkin	465	248	111	800	14
Bloomington - Cedarcrest	259	193	125	825	75
Duluth - Lincoln	375	181	85	480	150
Fairmont	725	292	169	934	100
Littlefork	220	86	62	440	105
Osseo	380	160	135	680	50
St. Charles	290	121	67	373	53
St. Louis Park	2,114	283	175	925	90
St. Paul - Learning Circle	535	80	41	320	120
St. Paul - Battle Creek	626	202	46	460	20
1st Year Programs					
Deer River	435	25	11	192	192
Duluth - Morgan Park	425	102	51	215	60
Luverne	580	69	48	182	46
Madelia	336	101	51	144	48
Minneapolis - Agassiz	495	65	33	211	25
Minneapolis - Parent Puzzle	1,143	146	45	243	20
Montevideo	801	73	13	135	12
Onamia	283	40	12	30	25
Park Rapids	86	76	76	210	390
Roseville	2,182	283	137	913	54
St. Anthony	309	68	68	142	30
Thief River Falls	1,056	95	52	182	17
Winona	1,188	263	140	846	26
TOTAL	33,144	6,709	3,726	25,022	2,518

Data in Table 6.3 indicate that a total of 1,206 children aged birth to kindergarten enrollment was served by home-based activities in 23 ECFE programs. Twenty-three programs made home visits to a total of 603 children under age three, an average of 26 for each program. Home visits were also made to 603 children aged three to kindergarten enrollment by 22 programs, an average of 27 for each program. Home visits are often used to reach families with very young children who may not be ready to participate in group experiences. In other programs, home visits are made to families in isolated circumstances who may not be able to reach the cent-based activities. The six programs which made home visits a major component of their services (Minneapolis VIP, St. Paul Dayton's Bluff, Staples, Backus, Mankato, and Littlefork) served 61 percent, or 736 of the children involved in home-based experiences.

Local staff were asked to provide attendance data on the number of children involved at least twice, and those involved ten or more times, to indicate the level of intensity of participation in all child development services, both center-based and home-based. According to Table 6.4, a total of 6,709 children, or 20 percent of the estimated number of eligible children, participated two or more times in fiscal year 1980. This is an average of 186 for each program. Program staff reported that 3,726 children attended 10 or more times. This indicates that 56 percent of the children who attended twice or more, actually attended 10 or more times.

As noted earlier, the range in proportion of eligible children served by each program is related to the size and population density of its service area and to the intensity of services offered. For example, Rochester served 450, or about nine percent of its 5,123 eligible children. Backus involved 94 percent, or 110 of the 117 eligible children residing in this sparsely populated rural area.

Table 6.4 shows that there were 25,022 hours of child development activities offered in fiscal year 1980 by the 36 ECFE programs, an average of 695 hours at each location. Again, noting that on the average, the programs operated approximately 31 weeks, these data indicate a mean of 22 hours per week for child development at each of the locations. Excluding the 13 first year programs, a total of 21,377 hours of child development activities, or an average of 929, was offered by the 23 continuing programs. Since their operating period averaged 35 weeks, this indicates a more typical mean of about 27 hours of child development activities per week.

Local staff estimated the amount of time typically spent by a child participating in child development activities during fiscal year 1980. These estimates are shown in Table 6.4. Across all 36 programs, this figure averaged 70 hours. Divided by the average 31 weeks of services, this suggests that a typical child participated 2.3 hours per week. As might be expected, this figure is close to the previously reported estimate of 1.8 hours of weekly parent participation. This is a strong indication that the programs emphasize the involvement of parents to approximately the same extent as that of young children.

Preparenting Education for Adolescents

Twenty-one of the programs offered preparenting education for adolescents in fiscal year 1980. Generally, the purpose of this service component is to raise awareness of the responsibilities and rewards of being a parent. Table 6.5 summarizes participation in preparenting education across 21 of the 36 programs.

Table 6.5 Adolescent Participation in Preparenting Education in ECFE Programs Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	ADOLESCENT PARTICIPATION TWICE OR MORE		NUMBER PART. IN ANY PROG. SESSION		TOTAL HOURS ADOLESC. SERVICES OFFERED	EST. PART. HOURS OF A TYPICAL ADOLESC.
	SESSIONS IN CENTER OR JR/SR HIGH CLASSROOMS	ASSISTANTS IN CHILD DEVLPT. SESSIONS	TWICE OR MORE	10 OR MORE TIMES		
6th Year Programs						
Minneapolis - VIP	N/A	N/A	N/A	N/A	N/A	N/A
Rochester	N/A	N/A	N/A	N/A	N/A	N/A
St. Paul - Dayton's Bluff	N/A	2	2	2	510	255
So. St. Paul	11	11	11	4	36	8
Staples	75	15	75	15	100	6
5th Year Programs						
Backus	N/A	N/A	N/A	N/A	N/A	N/A
Bloomington - Valley View	507	11	518	7	366	2
Lewiston	N/A	4	5	0	32	7
Mankato	25	25	25	20	1,134	25
Minneapolis - Powderhorn	15	19	19	4	244	12
Mounds View	N/A	3	4	3	705	235
Robbinsdale	275	6	281	6	12	2
White Bear Lake	N/A	N/A	N/A	N/A	N/A	N/A
3rd Year Programs						
Aitkin	N/A	N/A	N/A	N/A	N/A	N/A
Bloomington - Cedarcrest	580	37	679	0	42	2
Duluth - Lincoln	N/A	N/A	N/A	N/A	N/A	N/A
Fairmont	30	N/A	30	25	50	5
Littlefork	N/A	N/A	N/A	N/A	N/A	N/A
Osseo	20	20	20	13	48	24
St. Charles	N/A	5	5	0	20	5
St. Louis Park	N/A	6	29	0	15	1
St. Paul - Learning Circle	N/A	N/A	N/A	N/A	N/A	N/A
St. Paul - Battle Creek	N/A	N/A	N/A	N/A	N/A	N/A
1st Year Programs						
Deer River	N/A	N/A	N/A	N/A	N/A	N/A
Duluth - Morgan Park	N/A	N/A	N/A	N/A	N/A	N/A
Luverne	N/A	3	3	0	10	3
Madelia	N/A	N/A	N/A	N/A	N/A	N/A
Minneapolis - Agassiz	N/A	N/A	N/A	N/A	N/A	N/A
Minneapolis - Parent Puzzle	115	120	120	105	490	90
Montevideo	8	27	35	0	81	24
Onamia	23	6	23	12	51	24
Park Rapids	30	30	35	20	180	100
Roseville	N/A	N/A	N/A	N/A	N/A	N/A
St. Anthony	N/A	N/A	N/A	N/A	N/A	N/A
Thief River Falls	2	N/A	2	2	37	20
Winona	101	25	101	0	27	5
TOTAL	1,317	425	2,022	240	4,240	853

Fifteen programs offered workshops or classes at their center or in junior and senior high schools in their areas. These group sessions served 1,817 adolescents in fiscal 1980, an average of 121 for each program. Adolescent students served as assistants in child development sessions at 19 programs. A total of 425 adolescents, or 22 per program, participated in this type of activity. These individualized child development activities were designed to promote interaction with young children and to provide opportunities for instruction in child development.

As Table 6.5 indicates, a total of 2,022 adolescents, an average of 96 per program, was involved in preparenting education activities in fiscal year 1980. Of these, only 240, or 12 percent, participated 10 or more times. This reflects the limited involvement of the majority of adolescent participants.

A total of 4,240 adolescent service hours was offered by 21 programs. In about half of the programs, adolescents typically attended one to eight hours of special sessions. In other programs, more intensive experiences were offered. In these cases, typical students spent from 12 to 25 hours during the year in ECFE sessions. Four programs offered extensive experiences for their adolescent students in child development classrooms and discussion groups, so their students typically participated from 90 to 255 hours during the year.

Estimated Participation of Low Income Persons

In 1979, language was added to the ECFE legislation reserving a portion of the overall appropriation for special categorical grants to programs serving economically disadvantaged persons. These categorical funds were added on the premise that extra expenditures of staff time and program resources may be required to draw stressed families into participation.

Table 6.6 displays local program estimates of the proportion of their overall participants that are low income persons. Among parent participants, the 36 programs estimate that 18 percent, or 1,215 of 6,584 adults, were low income persons. Twenty percent of the children served, or 1,342 of 6,709, were estimated to be from low income families. Approximately 16 percent, or 325 of 2,022 adolescents served, were economically disadvantaged. Overall, about 19 percent of all ECFE participants, including parents, children, and adolescents, were estimated to be from low income families.

Variations among the programs in numbers of low income participants reflect two major factors: (1) the proportion of eligible families residing in a program's service area estimated to be economically disadvantaged, and (2) a local program's success in reaching and serving that proportion of its eligible population.

Children's Health Screening and Referral

Early health screening is a service which eleven ECFE programs chose to offer in fiscal year 1980. It is designed to detect any potential learning problems or deterrents to a child's healthy growth and development. Since passage of the 1977 statewide screening legislation, the programs have closely coordinated screening efforts with their local school districts.

Table 6.6 Estimated Participation of Low Income Parents, Children, and Adolescents Two or More Times at 36 ECFE Programs Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	ADULTS		CHILDREN		ADOLESCENTS	
	TOTAL PARTICIPANTS	EST. LOW INCOME	TOTAL PARTICIPANTS	EST. LOW INCOME	TOTAL PARTICIPANTS	EST. LOW INCOME
6th Year Programs						
Minneapolis - VIP	220	55	260	82	N/A	N/A
Rochester	483	29	450	27	N/A	N/A
St. Paul - Dayton's Bluff	147	46	207	64	2	1
So. St. Paul	263	105	302	120	11	6
Staples	409	139	271	92	75	30
5th Year Programs						
Backus	88	27	110	34	N/A	N/A
Bloomington - Valley View	264	16	260	20	518	50
Lewiston	141	18	230	25	5	0
Mankato	593	89	663	98	25	4
Minneapolis - Powderhorn	280	90	232	100	19	19
Mounds View	191	0	175	0	4	0
Robbinsdale	157	33	152	38	281	6
White Bear Lake	125	6	95	6	N/A	N/A
3rd Year Programs						
Aitkin	195	49	240	59	N/A	N/A
Bloomington - Cedarcrest	178	23	193	25	679	42
Duluth - Lincoln	170	40	181	70	N/A	N/A
Fairmont	230	19	292	23	30	0
Littlefork	135	25	86	15	N/A	N/A
Osseo	320	15	160	15	20	0
St. Charles	97	19	121	24	5	0
St. Louis Park	311	10	283	10	29	0
St. Paul - Learning Circle	61	25	80	27	N/A	N/A
St. Paul - Battle Creek	156	31	202	41	N/A	N/A
1st Year Programs						
Deer River	25	24	25	25	N/A	N/A
Duluth - Morgan Park	113	12	102	10	N/A	N/A
Luverne	83	3	69	4	3	0
Madelia	70	9	101	6	N/A	N/A
Minneapolis - Agassiz	60	16	65	17	N/A	N/A
Mi...apolis - Parent Puzzle	113	29	146	37	120	84
Montevideo	79	12	73	12	35	12
Onamia	84	40	40	30	23	23
Park Rapids	60	44	76	68	35	26
Roseville	272	27	283	28	N/A	N/A
St. Anthony	52	25	68	10	N/A	N/A
Thief River Falls	111	13	95	13	2	2
Winona	243	52	263	67	101	20
TOTAL	6,584	1,215	6,709	1,342	2,022	325

Table 6.7 Number of Children who Received Health Screening and Referral Directly through ECFE Programs Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	NUMBER OF CHILDREN RECEIVING HEALTH SCREENING	NUMBER OF DIRECT REFERRALS FOLLOWING HEALTH SCREENING	PERCENT OF CHILDREN SCREENED WHO WERE REFERRED
6th Year Programs			
Minneapolis - VIP	N/A	N/A	N/A
Rochester	N/A	N/A	N/A
St. Paul - Dayton's Bluff	N/A	N/A	N/A
So. St. Paul	N/A	N/A	N/A
Staples	N/A	N/A	N/A
5th Year Programs			
Backus	21	10	48
Bloomington - Valley View	18	4	22
Lewiston	N/A	N/A	N/A
Mankato	N/A	N/A	N/A
Minneapolis - Powderhorn	N/A	N/A	N/A
Mounds View	24	13	54
Robbinsdale	N/A	N/A	N/A
White Bear Lake	N/A	N/A	N/A
3rd Year Programs			
Aitkin	N/A	N/A	N/A
Bloomington - Cedarcrest	15	0	0
Duluth - Lincoln	15	10	67
Fairmont	N/A	N/A	N/A
Littlefork	N/A	N/A	N/A
Osseo	N/A	N/A	N/A
St. Charles	30	3	10
St. Louis Park	N/A	N/A	N/A
St. Paul - Learning Circle	10	6	60
St. Paul - Battle Creek	21	10	48
1st Year Programs			
Deer River	N/A	N/A	N/A
Duluth - Morgan Park	N/A	N/A	N/A
Luverne	N/A	N/A	N/A
Madelia	N/A	N/A	N/A
Minneapolis - Agassiz	5	2	40
Minneapolis - Parent Puzzle	N/A	N/A	N/A
Montevideo	N/A	N/A	N/A
Onamia	N/A	N/A	N/A
Park Rapids	66	9	14
Roseville	N/A	N/A	N/A
St. Anthony	5	2	40
Thief River Falls	N/A	N/A	N/A
Winona	N/A	N/A	N/A
TOTAL	230	69	

Table 6.8 Use of Resource Libraries in 36 ECFE Programs
Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	NUMBER OF PARENTS CHECKING OUT ITEMS ONCE OR MORE	TOTAL NUMBER RECORDED LOANS	AVERAGE LOANS PER PARENT USER
6th Year Programs			
Minneapolis VIP	175	1,034	6
Rochester	360	8,282	23
Dayton's Bluff	91	829	9
So. St. Paul	117	740	6
Staples	58	192	3
5th Year Programs			
Backus	65	1,150	18
Bloomington - Valley View	204	2,126	10
Lewiston	141	8,843	63
Mankato	590	16,500	28
Minneapolis - Powderhorn	282	2,538	9
Mounds View	150	2,054	14
Robbinsdale	135	950	7
White Bear Lake	41	52	1
3rd Year Programs			
Aitkin	128	1,050	8
Bloomington - Cedarcrest	120	1,460	12
Duluth - Lincoln	101	5,645	56
Fairmont	152	1,150	8
Littlefork	105	575	5
Osseo	120	360	3
St. Charles	99	3,000	30
St. Louis Park	300	1,538	5
St. Paul - Learning Circle	42	205	5
St. Paul - Battle Creek	65	442	7
1st Year Programs			
Deer River	14	41	3
Duluth - Morgan Park	71	2,503	35
Luverne	28	121	4
Madelia	30	36	1
Minneapolis - Agassiz	33	150	5
Minneapolis - Parent Puzzle	87	1,872	22
Montevideo	60	174	3
Onamia	12	55	5
Park Rapids	54	260	5
Roseville	135	1,299	10
St. Anthony	40	375	9
Thief River Falls	55	354	6
Winona	225	1,501	7
TOTAL	4,487	69,456	

As indicated by Table 6.7, 230 children received health screening services. The eleven programs provided this service for children younger than those served with the local school district's screening allowance. An average of 21 children participated for each of the eleven programs. Following screening, 69, or 30 percent, of these children were referred directly by the ECFE staff for further examination, diagnosis, and/or treatment.

Family Resource Libraries

Resource libraries were established by each of the 36 programs to broaden the scope of materials and information available to families. These services emphasize the free and convenient availability of materials such as durable and developmentally appropriate children's toys, children's books, publications for parents, and other related materials.

Table 6.8 presents information on library use. Local records indicated that 4,487 individual parents (an average of 125 for each program) checked out items once or more during fiscal 1980. Referring to Table 6.2, this indicates that 68 percent of the adults who participated two or more times in any parent education activity may also have checked out library items at least once.

The total of recorded library loans at 36 programs was 69,456, an average of 1,929 per program. This suggests that an average parent borrowed about 15 items. There was considerable range reported, from a low of one loan per parent user to a high of 63 loans per parent user. Madelia, with the lowest rate, was in its first operating year and just beginning to assemble a library. Consequently, its resource library was not heavily used in fiscal year 1980. Lewiston's library was in its fifth year and well stocked. This enhanced its use by families as they attended center-based activities. The wide range in loans also reflects variation in participation rates for individual programs.

Summary Comments

Early childhood and family education programs focus on enhancing the role of parents as the primary educators of their children. Programs provide support services for parents, but do not involve the child in intensive enrollment. All 36 ECFE programs offered center-based parent and family education, child development activities and resource libraries in fiscal year 1980. Other service components which some programs chose to implement included home-based parent and family education, preparenting education for adolescents, and early health screening, all of which were offered less extensively than the three major components.

During fiscal year 1980, there were an estimated 47,710 adults and 33,144 children eligible for services in the 36 early childhood and family education grant locations. Approximately one-sixth, or 16 percent (13,293), of these individuals participated two or more times in parent and family education or child development activities. Most participants attended activities held at the program site (center-based), although several programs served a significant number of participants in home-based experiences. Established programs offered an average of 28 hours of parent and family education and 27 hours of child development activities each week. Parents typically attended 1.8 hours per week, while typical participation for a child involved about 2.3 hours per week. This attendance pattern reflects the strong emphasis on direct family involvement not commonly found in other types of early education programs, such as nursery schools or day care services.

CHAPTER 7: PARTICIPATION AND COST DATA

Introduction

Since the inception of Minnesota's early childhood and family education (ECFE) program in 1974, interest in the cost of services and in the extent and type of participation has been substantial. Use of a funding formula based, for example, on the number of parents or children in a program's service area has been discussed. However, to this point, all CQE monies for operation of an ECFE program have been transmitted in a grant negotiated with the local school district.

With increasing experience in administering the program, the Council and Advisory Task Force have continued to relate the grant amount to the program's services for its clientele. For example, each program annually prepares a typical weekly service schedule which shows the number of hours each week that services are available to parents and children. This, compared with staff hours requested, has been an important source of documentation in the yearly negotiation of each grant.

Additionally, CQE has continued to collect data relating costs to participation. Specific figures are compiled from questionnaires completed annually by local program directors. Data for fiscal year 1980 are summarized in this chapter.

Overall Participation Information

Table 7.1 summarizes participation of adults, children, and adolescents in the 36 programs funded during fiscal year 1980. For purposes of this summary table, adult participants are defined as parents (or caregivers) who attended any instructional program activity at least two or more times during the year. An additional breakout shows those who participated 10 or more times during the year. Child participants are similarly identified.

Although 2,022 adolescents participated in instructional program activities two or more times, only 12 percent, or 240, participated 10 or more times. This contrasts with more than 50 percent of parents and children who attended two or more times also participating 10 or more times. Therefore, adolescents are not counted as participants for purposes of the tables and narrative in this chapter unless they have attended at least 10 or more instructional program activities.

As can be seen in Table 7.1, the total of children and adults participating two or more times was 13,293 in fiscal year 1980. Attendance for each program averaged 369. The proportions of participating parents and children were approximately equal, as 6,584 parents participated two or more times, accounting for slightly less than 50 percent of the total, with 6,709 children comprising the remainder.

Table 7.1 also shows that a total of 7,325 persons participated 10 or more times, including 3,359 parents, 3,726 children, and 240 adolescents. This is an average of 203 participants for each program. Again, the proportions of participating parents and children are approximately equal, with a relatively small number of adolescents participating 10 ore more times.

Table 7.1 Participation of Adults, Children, and Adolescents in 36 ECFE Programs Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	TWO OR MORE TIMES			TEN OR MORE TIMES			
	PARENTS	CHILDREN	TOTAL	PARENTS	CHILDREN	ADOLESCENTS	TOTAL
6th Year Programs							
Minneapolis - VIP	220	260	480	131	182	N/A	313
Rochester	483	450	933	260	255	N/A	515
St. Paul - Dayton's Bluff	147	207	354	74	107	2	183
So. St. Paul	263	302	565	112	152	4	268
Staples	409	271	680	147	131	15	293
5th Year Programs							
Backus	88	110	198	35	69	N/A	104
Bloomington - Valley View	264	260	524	167	180	7	354
Lewiston	141	230	371	55	99	0	154
Mankato	598	663	1,261	251	293	20	564
Minneapolis - Powderhorn	430	282	562	92	132	4	228
Mounds View	191	175	366	165	141	3	309
Robbinsdale	157	152	309	157	152	6	315
White Bear Lake	125	95	220	76	80	N/A	156
3rd Year Programs							
Aitkin	195	248	443	104	111	N/A	215
Bloomington - Cedarcrest	178	193	371	110	125	0	235
Duluth - Lincoln	170	181	351	82	85	N/A	167
Fairmont	230	292	522	116	169	25	310
Littlefork	135	86	221	50	62	N/A	112
Osseo	320	160	480	270	135	15	420
St. Charles	97	121	218	56	67	0	123
St. Louis Park	311	283	594	161	175	0	336
St. Paul - Learning Circle	61	80	141	25	41	N/A	66
St. Paul - Battle Creek	156	202	358	46	46	N/A	92
1st Year Programs							
Deer River	25	25	50	6	11	N/A	17
Duluth - Morgan Park	113	102	215	48	51	N/A	99
Luverne	83	69	152	37	48	0	85
Madelia	70	101	171	41	51	N/A	92
Minneapolis - Agassiz	60	65	125	33	33	N/A	66
Minneapolis - Parent Puzzle	113	146	259	31	45	105	181
Montevideo	79	73	152	13	13	0	26
Onamia	84	40	124	28	12	12	52
Park Rapids	60	76	136	28	76	20	124
Roseville	272	283	555	145	137	N/A	282
St. Anthony	52	68	120	48	68	N/A	116
Thief River Falls	111	95	206	39	52	2	93
Winona	243	263	506	120	140	0	260
TOTAL	6,584	6,709	13,293	3,359	3,726	240	7,325

Local Program Expenditures

Table 7.2 displays local program expenditures by funding source for fiscal year 1980. These data show that the average CQE grant expended during this period was $43,468. A median of $41,725 reflected the fact that the largest grant, $92,712 in Mankato, was almost $20,000 more than the next highest amount. The lowest grant was $15,581 in Montevideo. The program in Mankato was just beginning to pilot a new form of home-based services utilizing parents as home visitors. A significant amount of the total grant was spent on the start-up costs involved in adding this service, such as training materials and consultant training time for program staff and parents. Additionally, the Mankato program served the highest number of participants among the 36 programs. Montevideo was in its first year, did not begin funded operations until January, 1980, and offered a modest number of center-based service components.

Funds expended from all sources averaged $61,900 for each program. Again, the range in expenditures is broad, from $135,377 in Minneapolis VIP to $18,603 in Montevideo. The Minneapolis VIP program obtained funds from a variety of sources, including special education, to offer largely home-based services to its diverse urban population. The Montevideo program, discussed above, operated largely from the base of its CQE grant during a shortened portion of this fiscal year.

Table 7.2 shows that CQE grant funds accounted for 70 percent of the total amount expended by 36 programs. A variety of other funding sources supplied the remaining 30 percent, led by adult vocational-technical education and followed by local school district funds, which were largely in-kind contributions of program space. The broad range among programs in the expenditure of non-CQE funds is due to variation in two major areas: (1) local availability of non-CQE funds for early childhood and family education; and (2) the success of local program directors in gaining access to these funds.

Average Costs for Each Participant

Data on program expenditures and average costs for each participant for fiscal year 1980 are presented in Tables 7.3 and 7.4. These costs are broken down with reference to amounts received from CQE and other sources. The latter category includes monies received from: local school district funds and in-kind support; vocational-technical education; community education; special education; CETA; Head Start; fees; and other local sources.

The tables portray the average cost per participant attending two or more times and attending 10 or more times for each of the individual programs, and overall figures for the 36 locations receiving grants in fiscal year 1980. These averages are broken out further to show the costs by CQE and other sources.

For purposes of this discussion, the most important information in Tables 7.3 and 7.4 is the cost per participant averaged across all programs. Keeping in mind that this is a very approximate indicator of the cost of the program, it can be seen this figure is $168 when calculated by participation two or more times, and $304 when calculated by participation 10 or more times. The portion of this average cost per participant emanating from CQE funds was approximately 70 percent in fiscal year 1980.

Table 7.2 Expenditures by Funding Source for 36 ECFE Programs Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	CQE BASIC GRANT	CQE CATEG. GRANT	TOTAL CQE GRANT	LOCAL SCHOOL DISTRICT	VOC.-TECH. ED.	COMM. ED.	FEES	MISC. SOURCES	TOTAL NON-CQE FUNDS	TOTAL FUNDS EXPENDED
6th Year Programs										
Minneapolis - VIP	50,624	13,104	63,728	6,731	13,218	N/A	N/A	51,700	71,649	135,377
Rochester	50,255	4,462	54,717	10,318	6,036	7,327	2,405	2,584	28,670	83,387
St. Paul - Dayton's Bluff	54,751	6,730	61,531	20,570	24,310	N/A	N/A	3,272	48,152	109,683
So. St. Paul	47,584	3,449	51,033	18,121	9,555	0	1,785	3,459	32,920	83,953
Staples	43,478	22,302	65,780	6,060	8,821	N/A	N/A	18,252	33,133	98,913
5th Year Programs										
Backus	35,785	7,197	42,982	993	418	N/A	N/A	3,609	5,020	48,002
Bloomington - Valley View	59,279	4,532	63,811	1,800	9,526	3,520	2,090	90	17,026	80,837
Lewiston	31,627	4,880	36,507	7,235	N/A	N/A	N/A	2,912	10,147	46,654
Mankato	79,712	13,000	92,712	19,562	18,384	N/A	N/A	549	38,495	131,207
Minneapolis - Powderhorn	56,045	17,725	73,770	5,700	40,704	N/A	600	N/A	47,004	120,774
Mounds View	52,970	2,394	55,364	1,988	4,500	4,655	100	4,171	15,414	70,778
Robbinsdale	21,712	1,134	22,846	2,800	N/A	N/A	3,000	N/A	5,800	28,646
White Bear Lake	29,016	1,764	30,780	6,350	2,000	N/A	N/A	1,867	10,217	40,997
3rd Year Programs										
Aitkin	37,558	5,414	42,972	1,160	900	N/A	N/A	3,099	5,159	48,131
Bloomington - Cedarcrest	57,242	3,900	61,142	3,320	11,313	3,520	2,028	150	20,331	81,473
Duluth - Lincoln	42,212	7,511	49,723	N/A	6,612	N/A	750	750	8,112	57,835
Fairmont	49,023	5,922	54,945	5,936	3,996	N/A	N/A	4,638	14,570	69,515
Littlefork	37,967	6,500	44,467	10,966	N/A	N/A	N/A	2,076	13,042	57,509
Osseo	17,174	N/A	17,174	N/A	11,080	10,044	N/A	N/A	21,124	38,298
St. Charles	24,492	2,301	26,793	2,782	1,000	N/A	N/A	1,936	5,718	32,511
St. Louis Park	59,345	2,451	61,796	N/A	14,195	11,166	2,300	7,420	35,081	96,877
St. Paul - Learning Circle	52,012	5,166	57,178	300	1,350	800	N/A	7,379	9,829	67,007
St. Paul - Battle Creek	16,447	4,410	20,857	N/A	N/A	N/A	N/A	3,152	3,152	24,009
1st Year Programs										
Deer River	27,343	748	28,591	N/A	N/A	N/A	N/A	N/A	N/A	28,591
Duluth - Morgan Park	36,523	3,000	39,523	1,200	5,000	N/A	230	8,136	14,566	54,089
Luverne	22,401	1,260	23,661	4,420	N/A	280	N/A	3,897	8,597	32,258
Madelia	21,942	823	22,765	75	N/A	N/A	N/A	6,142	6,217	28,982
Minneapolis - Agassiz	38,686	1,065	39,751	9,571	15,530	N/A	N/A	N/A	25,101	64,852
Minneapolis - Parent Puzzle	34,206	9,306	43,512	15,250	850	N/A	358	10,300	27,258	70,770
Montevideo	14,826	755	15,581	2,574	N/A	N/A	N/A	448	3,022	18,603
Onamia	24,277	5,426	29,703	N/A	2,262	N/A	N/A	6,600	8,862	38,565
Park Rapids	37,201	3,276	40,477	4,300	N/A	N/A	N/A	4,000	8,300	49,277
Roseville	33,489	2,142	35,631	793	9,621	23,343	N/A	3,436	37,193	72,824
St. Anthony	28,963	630	29,593	5,650	N/A	N/A	517	1,691	7,858	37,451
Thief River Falls	26,795	1,945	28,740	3,150	N/A	N/A	50	597	3,797	32,537
Winona	30,748	3,952	34,700	9,953	N/A	N/A	N/A	2,592	12,545	47,245
AVERAGE	38,450	5,161	43,463	6,338	9,216	6,465	1,247	5,329	18,959	61,900
TOTAL	1,384,210	130,626	1,564,836	190,128	221,181	64,653	16,213	171,404	663,581	2,228,417

Table 7.3 Expenditures from CQE, Other and All Funding Sources and Average Cost Per Participant for Two or More Times for 36 ECFE Programs Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	EXPENDITURES			AVERAGE COST PER PARTICIPANT		
	CQE FUNDS	OTHER FUNDS*	TOTAL FUNDS	CQE FUNDS	OTHER FUNDS	TOTAL FUNDS
6th Year Programs						
Minneapolis - VIP	$ 63,728	$ 71,649	$135,377	$133	$149	$282
Rochester	54,717	28,670	83,387	59	31	89
St. Paul - Dayton's Bluff	61,531	48,152	109,683	174	136	310
So. St. Paul	51,033	32,920	83,953	90	58	149
Staples	65,780	33,133	98,913	97	49	145
5th Year Programs						
Backus	42,982	5,020	48,002	217	25	242
Bloomington - Valley View	63,811	17,026	80,837	122	32	154
Lewiston	36,507	10,147	46,654	98	27	126
Mankato	92,712	38,495	131,207	74	31	104
Minneapolis - Powderhorn	73,770	47,004	120,774	131	84	215
Mounds View	55,364	15,414	70,778	151	42	193
Robbinsdale	22,846	5,800	28,646	74	19	93
White Bear Lake	30,780	10,217	40,997	140	46	186
3rd Year Programs						
Aitkin	42,972	5,159	48,131	97	12	109
Bloomington - Cedarcrest	61,142	20,331	81,473	165	55	220
Duluth - Lincoln	49,723	8,112	57,835	142	23	165
Fairmont	54,945	14,570	69,515	105	28	133
Littlefork	44,467	13,042	57,509	201	59	260
Osseo	17,174	21,124	38,298	36	44	80
St. Charles	26,793	5,718	32,511	123	26	149
St. Louis Park	61,796	35,081	96,877	104	59	163
St. Paul - Learning Circle	57,178	9,829	67,007	406	70	475
St. Paul - Battle Creek	20,857	3,152	24,009	58	9	67
1st Year Programs						
Deer River	28,391	N/A	23,591	572	N/A	572
Duluth - Morgan Park	39,523	14,566	54,089	184	63	252
Luverne	23,661	8,597	32,258	156	57	212
Madelia	22,765	6,217	28,982	133	36	169
Minneapolis - Agassiz	39,751	25,101	64,852	319	201	519
Minneapolis - Parent Puzzle	43,512	27,258	70,770	168	105	273
Montevideo	15,581	3,022	18,603	103	20	122
Onamia	29,703	8,862	38,565	240	71	311
Park Rapids	40,477	8,800	49,277	298	65	362
Roseville	35,631	37,193	72,824	64	67	131
St. Anthony	29,593	7,858	37,451	247	65	312
Thief River Falls	28,740	3,797	32,537	140	18	158
Winona	34,700	12,545	47,245	69	25	93
AVERAGE	$43,468	$18,959	$61,900	$118	$50	$168
TOTAL	$1,564,836	$663,581	$2,228,417	--	--	--

*Additional funding sources include Vocational-Technical Education, Community Education, CETA, Special Education, local school districts, Head Start, other local agencies, and fees.

Table 7.4 Expenditures from CQE, Other, and All Funding Sources and Average Cost Per Participant for 10 or More Times for 36 ECFE Programs Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	EXPENDITURES			AVERAGE COST PER PARTICIPANT		
	CQE FUNDS	OTHER FUNDS*	TOTAL FUNDS	CQE FUNDS	OTHER FUNDS	TOTAL FUNDS
6th Year Programs						
Minneapolis - VIP	$63,728	$71,649	$135,377	$204	$229	$433
Rochester	54,717	28,670	83,387	106	56	162
St. Paul - Dayton's Bluff	61,531	48,152	109,683	336	263	599
So. St. Paul	51,033	32,920	83,953	190	123	313
Staples	65,780	33,133	98,913	225	113	338
5th Year Programs						
Backus	42,982	5,020	48,002	413	48	462
Bloomington - Valley View	63,811	17,026	80,837	180	48	228
Lewiston	36,507	10,147	46,654	237	66	303
Mankato	92,712	38,495	131,207	164	68	233
Minneapolis - Powderhorn	73,770	47,004	120,774	324	206	530
Mounds View	55,364	15,414	70,778	179	50	229
Robbinsdale	22,846	5,800	28,646	73	18	91
White Bear Lake	30,780	10,217	40,997	197	65	263
3rd Year Programs						
Aitkin	42,972	5,159	48,131	200	24	224
Bloomington - Cedarcrest	61,142	20,331	81,473	260	87	347
Duluth - Lincoln	49,723	8,112	57,835	298	49	346
Fairmont	54,945	14,570	69,515	177	47	224
Littlefork	44,467	13,042	57,509	397	116	513
Osseo	17,174	21,124	38,298	41	50	91
St. Charles	26,793	5,718	32,511	218	46	264
St. Louis Park	61,796	35,081	96,877	184	104	288
St. Paul - Learning Circle	57,178	9,829	67,007	866	149	1,015
St. Paul - Battle Creek	20,857	3,152	24,009	227	34	261
1st Year Programs						
Deer River	28,591	N/A	28,591	1,682	N/A	1,682
Duluth - Morgan Park	39,523	14,566	54,089	399	147	546
Luverne	23,661	8,597	32,258	278	101	380
Madelia	22,765	6,217	28,982	247	68	315
Minneapolis - Agassiz	39,751	25,101	64,852	602	380	983
Minneapolis - Parent Puzzle	43,512	27,258	70,770	240	151	391
Montevideo	15,581	3,022	18,603	599	116	716
Onamia	29,703	8,862	38,565	571	170	742
Park Rapids	40,477	8,800	49,277	326	71	397
Roseville	35,631	37,193	72,824	126	132	258
St. Anthony	29,593	7,858	37,451	255	68	323
Thief River Falls	28,740	3,797	32,537	309	41	350
Winona	34,700	12,545	47,245	133	48	182
AVERAGE	$43,468	$18,959	$61,900	$214	$91	$304
TOTAL	$1,564,836	$663,581	$2,228,417	--	--	--

*Additional funding sources include Vocational-Technical Education, Community Education, CETA, Special Education, local school districts, Head Start, other local agencies, and fees.

Tables 7.3 and 7.4 also show a range in average per participant costs among the programs. In Table 7.3, where participant is defined as parent or child attending two or more times, this spread is substantial. It ranges from a low of $67 per participant at St. Paul Battle Creek, an established program with strong participation, to a high of $572 at Deer River, a first-year program which had start-up delays and difficulties in gaining participation.

Table 7.4, where participant is defined as parent, child, or adolescent attending 10 or more times, shows an even broader range in per participant costs. Robbinsdale had the lowest average at $91 per participant from all sources, while Deer River recorded the highest cost at $1,682. In Robbinsdale, 100 percent of the parents and children participating twice or more also attended at least 10 or more times. In Deer River, this percentage drops to about 34 percent, resulting in a very low number of persons attending 10 or more times.

The data in Tables 7.3 and 7.4 indicate that programs in their first year of operation frequently have higher than average costs per participant. For the most part, this reflects above normal costs for outreach, comparatively low participation in initial months, and start-up costs such as equipment and materials. Established programs with higher than average costs generally are offering home-based services. Costs of transportation and individualized staffing for this service component tend to raise the per participant cost.

Large urban programs and smaller rural programs both appear to have higher than average costs and for different reasons. Urban school districts generally have higher salary scales for their employees than do rural districts. Rural programs often have high transportation costs related to serving a sparse population residing in a large geographic area. Additionally, the basic costs required to operate a program may be expended on a relatively low number of eligible participants.

Salary Costs Per Participant Hour

There are many variables which can affect the average cost per participant for a program. The most obvious, however, is simply its overall count of participants, a factor that can be influenced substantially by the service format which the program selects at its discretion. To compare costs between programs requires an indicator that is not affected by those decisions. A "cost per participant hour" for local salaries has helped clarify these comparisons for certain types of program services: (1) parent and family education in group settings at the local center; (2) home-based parent and family education; and (3) child development group activities conducted at the program site.

For each of these service components, a salary cost per participant hour was developed for each of the local programs using the following data: (A) average per hour salary for staff; (B) staff time in direct contact with participants; (C) staff time used to prepare for sessions with participants; (D) the total count of participants; and (E) the typical hourly length of each session. These statistics were used in the following equation: $[A \times (B + C)] / (D \times E) =$ salary cost per participant hour.

Averages for this indicator in relation to each of the three service components are displayed in Table 7.5 for fiscal year 1980. As might be expected, it is clear that center-based service approaches are less expensive than formats where the family is served in the home.

Table 7.5 Salary Costs Per Participant Hour of Three Service Components for 36 ECFE Programs Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	SERVICE COMPONENT		
	PARENT/FAMILY EDUCATION		CHILD DEVELOPMENT
	CENTER-BASED	HOME-BASED	CENTER-BASED
6th Year Programs			
Minneapolis - VIP	$ 3.13	$ 9.27	$ 2.16
Rochester	1.79	N/A	1.35
St. Paul - Dayton's Bluff	3.44	2.72	1.62
So. St. Paul	1.56	N/A	1.73
Staples	10.39	5.68	3.75
5th Year Programs			
Backus	5.54	13.93	3.03
Bloomington - Valley View	2.11	7.11	1.38
Lewiston	2.11	4.27	2.83
Mankato	1.93	2.48	2.12
Minneapolis - Powderhorn	2.26	3.20	1.57
Mounds View	5.28	N/A	3.27
Robbinsdale	1.43	N/A	.95
White Bear Lake	1.39	N/A	.18
3rd Year Programs			
Aitkin	2.60	4.32	1.97
Bloomington - Cedarcrest	1.64	N/A	1.42
Duluth - Lincoln	2.91	11.31	1.49
Fairmont	4.01	10.48	1.49
Littlefork	3.75	6.15	1.94
Osseo	2.14	N/A	2.12
St. Charles	2.08	12.68	1.97
St. Louis Park	3.27	N/A	2.41
St. Paul - Learning Circle	14.22	19.94	5.33
St. Paul - Battle Creek	2.31	5.94	.89
1st Year Programs			
Deer River	4.24	6.72	8.44
Duluth - Morgan Park	2.60	15.22	1.67
Luverne	1.82	N/A	5.96
Madelia	11.20	9.08	10.38
Minneapolis - Agassiz	1.33	N/A	2.92
Minneapolis - Parent Puzzle	1.94	N/A	2.97
Montevideo	4.39	8.72	5.14
Onamia	1.36	11.25	N/A
Park Rapids	5.80	2.86	1.10
Roseville	1.00	8.36	.79
St. Anthony	18.13	N/A	6.03
Thief River Falls	2.51	12.75	1.34
Winona	1.81	9.77	1.99
AVERAGE	$3.90	$8.53	$2.73
Total programs with staff costs for this component	36	24	35

While a range is evident in the costs for all of these services among the programs, the figures tend to cluster more than the average cost per participant data discussed earlier in this chapter. The dispersion that exists, however, is generally attributable to: (1) variations in salaries paid at the program locations; (2) differences in local effectiveness in gaining participation; (3) variations in the hourly length of program sessions; and (4) range in the typical number of persons served in a single program session.

Approximate averages were calculated across programs for each of the service components. (It should be noted that no attempt was made to weight the figures in terms of the hours provided at the respective locations.) Table 7.5 shows that the salary cost per participant hour for center-based parent/family education averaged $3.90 in fiscal year 1980, with a median cost of $2.41.

Four programs had exceptionally high costs for this service. Staples, at $10.89, had deemphasized center-based activities in relation to its home-based services and usually uses a small group format for parent discussions. St. Paul Learning Circle, at $14.22, was having difficulty in gaining center-based participation and has since switched more heavily to the use of home-based services. Madelia and St. Anthony, at $11.20 and $18.13 respectively, were both in their first years of operation with low participation rates. Roseville, with the lowest salary cost of $1.00 per participant hour, offered an extensive number of class sessions which generally operated at full capacity.

Table 7.5 also presents data for center-based child development group activities. The average for these costs in fiscal 1980 is $2.73, with a median of $1.96. The costs range from $10.38 at Madelia, a first-year program with initially low participation, to $.18 in White Bear Lake, which was operating at full capacity throughout the year.

Employing these computations, costs for center-based child development services are generally lower than for other major service components. This is primarily because the average hourly salary is lowered by the addition of paraprofessionals to assist the teachers in the child development classrooms.

Table 7.5 shows salary costs per participant hour in home-based parent/family education averaged $8.53 in fiscal year 1980, with the median approximately equal. St. Paul Learning Circle, at $19.94, was in its first year of providing home-based services and was operating this service component at less than full capacity because of outreach and personnel difficulties. Mankato, at $2.48, had been offering home-based services for several years and had added volunteers to the home visitor staff, lowering the average hourly salary for those operations. Since home-based services are provided on an individual basis, the participant hour cost for this component is particularly sensitive to variations in salary levels.

Value of Volunteer Hours Contributed

Table 7.6 displays data on volunteer hours contributed to 35 ECFE programs in fiscal 1980. Advisory council members, senior citizens, other adults, and elementary/secondary students all volunteered services to the programs, totaling 27,502 hours. These service hours were contributed to activities such as: assistance with child care during program sessions and special events; staffing and upkeep of resource libraries; outreach activities; assisting with instructional program events or fund-raising; and authoring and distributing program newsletters.

Table 7.6 Number of Volunteer Hours by Source Contributed to 35 ECFE Programs Fiscal Year 1980

ECFE PROGRAM LOCATION AND YEAR OF FUNDING	HOURS CONTRIBUTED				
	ADVISORY COUNCIL MEMBERS	SENIOR CITIZENS	OTHER ADULTS	ELEMENTARY/ SECONDARY STUDENTS	TOTAL HOURS
6th Year Programs					
Minneapolis - VIP	200	N/A	100	N/A	300
Rochester	429	N/A	231	N/A	660
St. Paul - Dayton's Bluff	907	N/A	498	158	1,563
So. St. Paul	730	120	2,976	40	3,366
Staples	116	1,230	48	40	1,484
5th Year Programs					
Backus	128	N/A	20	N/A	148
Bloomington - Valley View	380	15	360	40	795
Lewiston	25	N/A	N/A	N/A	25
Mankato	1,500	N/A	300	650	2,450
Minneapolis - Powderhorn	180	36	420	15	651
Mounds View	250	N/A	250	700	1,200
Robbinsdale	6	8	N/A	50	64
White Bear Lake	750	N/A	N/A	68	818
3rd Year Programs					
Aitkin	250	N/A	N/A	40	290
Bloomington - Cedarcrest	240	10	500	783	1,533
Duluth - Lincoln	200	N/A	3,600	N/A	3,800
Fairmont	128	N/A	75	20	223
Littlefork	162	N/A	150	N/A	312
Osseo	30	30	60	48	168
St. Charles	35	35	N/A	10	80
St. Louis Park	84	N/A	757	N/A	841
St. Paul - Learning Circle	20	N/A	180	N/A	200
St. Paul - Battle Creek	60	N/A	20	N/A	30
1st Year Programs					
Deer River	N/A	N/A	N/A	N/A	N/A
Duluth - Morgan Park	96	560	45	76	777
Luverne	60	24	45	10	139
Madelia	24	N/A	48	N/A	72
Minneapolis - Agassiz	64	2	N/A	18	34
Minneapolis - Parent Puzzle	150	N/A	165	2,200	2,515
Montevideo	50	N/A	15	35	100
Onamia	60	N/A	N/A	N/A	60
Park Rapids	200	99	300	200	800
Roseville	150	110	320	N/A	580
St. Anthony	275	50	200	N/A	525
Thief River Falls	10	N/A	N/A	N/A	10
Winona	166	N/A	30	93	289
TOTAL	8,115	2,379	11,713	5,294	27,502

Applying the 1980 Minnesota minimum wage of $2.90 hour to the total of these hours places their approximate value at $79,756. In particular, the hours contributed by advisory council members (8,115) and other adults (11,713), excluding senior citizens, indicate a high level of interest and commitment in program activities on the part of parents of participating children. Given a receptive climate and the proper opportunity, these parents are likely to continue their active involvement as their children enter the elementary school years.

Summary Comments

This chapter has reported summary data identifying overall cost averages, relative expenses for various types of services offered by the programs, and a total of volunteer hours contributed across the local programs. For fiscal year 1980, an overall cost per participant, including CQE funds and support from other sources, was identified as $168 when calculated by participation two or more times, and $304 when calculated by participation 10 or more times. While these figures are very approximate indicators, they help to establish the relatively low cost of early childhood and family education services. Comparable figures for annual costs per child for full-time day care, nursery school, or Head Start enrollment may occasionally exceed $2,000.

There is, of course, an important difference in the number of hours of contact between early childhood and family education programs and these other efforts. This results from the fact that ECFE has been designed with a focus on enhancing the role of parents as the primary educators of their children. The program does not aspire to a service format involving full-time contact with children.

Data displayed in tabular form in this chapter showed an extensive range among progams with respect to their average cost per participant. Consequently, an alternate indicator showing salary costs per participant hour for three types of service components was identified. While a range was also reflected among programs in these figures, the following median costs for this indicator were suggested as typical: for center-based parent/family education -- $2.41 per participant hour; for home-based parent/family education -- $8.54 per participant hour; and for center-based child development group activities -- $1.96 per participant hour.

A summary of volunteer hours contributed to early childhood and family education programs during fiscal year 1980 indicates that parents of participating children in many of the programs are highly involved in assisting with a broad range of program activities. The active involvement of these parents has a healthy potential to continue into the elementary years of children's education.

Continued collection of these data is critical. Early childhood and family education is a unique concept that has received a substantial pilot implementation in Minnesota, but not elsewhere. Consequently, the increase in this information base will potentially be of considerable use both in Minnesota and in other states.

CHAPTER 8: FINANCING AND ADMINISTERING EARLY CHILDHOOD AND FAMILY EDUCATION

Introduction

The Council on Quality Education (CQE) and its Advisory Task Force have piloted programs in early childhood and family education (ECFE) for more than six years. Both groups have recommended that the State implement early childhood and family education throughout Minnesota, and that this statewide installation be accomplished gradually in phases. Application for funding should remain a matter of local discretion to insure a continued high level of quality in the services that are provided. Since the inception of the pilot legislation in 1974, there has been interest in the cost of full implementation. Concurrently, there has been continuing interest in developing a formula to serve as a basis for determining local funding needs. This chapter overviews these considerations, and suggests a process to accomplish statewide implementation of ECFE.

Funding Programs with Negotiated Grants

Background and Administration To Date

Appropriate to the pilot character of the existing legislation, early childhood and family education funds have been allocated to school districts through a proposal review process. At the time the legislation was enacted, and at each point the appropriation was increased, the Council and Task Force distributed notices of the opportunity to apply for these funds to all school districts and numerous other agencies. A full packet of application materials was distributed on request. In some cases, proposals were authored by persons affiliated with non-school agencies, but each request had to be signed by a local school district.

Members of the Council, Task Force, and staff read all proposals, and interviewed the author of each proposal selected for final consideration. Those requests judged to have the best chances for success, and which helped meet the requirement in statute that programs be as equally distributed as possible among urban, suburban, and outstate areas were recommended for funding to the State Board of Education. Following this initial approval, an operating budget for the year was negotiated in a meeting of local personnel and CQE staff.

All programs have applied annually for a continuation grant. This provides an opportunity to update information about the operation of each program, and to identify changes in its direction or scope of services for review by the Council and Task Force. After approval (one program's continuation proposal was disapproved), each grant budget is individually negotiated.

Factors Influencing Grants

Grant amounts have reflected several factors. First, until 1979, the legislation specified an appropriation and a minimum number of programs. Consequently, an average maximum grant always existed. For example, in fiscal year 1975, six programs were stipulated for funding with an appropriation for grants that totalled $230,000, an approximate average of $38,000 for each location. For fiscal year 1978, the Council and Task Force were required to fund a minimum of

22 sites with $777,000, an approximate average of $35,000 for each program. In 1979, however, a maximum number of 36 programs was identified in law. In response to local demand for early childhood and family education programs, the Council has funded the full complement of 36. Excluding the formulized special categorical grant allotment ($214,000) from the total appropriation for fiscal year 1981 of $1,767,000, this produces an average maximum grant of $43,000.

A second factor which affected grant amounts was the initial limitation in law that a program serve only families residing in the attendance area of a single elementary school. In other words, grant amounts could not be enormously unbalanced by making a single large grant to serve a wide region. While the legislation has been subsequently amended to allow the Council and Task Force to approve an application serving a larger area up to the total area of a single school district, the emphasis on localizing services for a program has remained intact.

The third, and most important factor which affected grant amounts resulted from a requirement in an early, unenacted version of the ECFE legislation that school districts receive funds at one-tenth of the foundation aid formula's "Per-Pupil-Unit" (P.P.U.) allocation. In other words, if the foundation aid level was about $1,000 per weighted pupil unit, a program would receive $100 for each child in its program. This initial suggestion has been a continuing point of reference for the Council and Task Force as they review proposals and program cost data.

Grant Process Advantages

The mechanism of a negotiated grant has been uniquely appropriate to this program. Although the one-tenth of a pupil unit allocation had been suggested, early childhood and family education programs in this form had not been piloted before, and there was a lack of information about appropriate costs. The flexibility of negotiating the grant amount provided a good chance to gain experience with the costs of different service formats.

Along with the pilot nature of the legislation, the negotiated grant also implied monitoring, study, and development of the programs. Members of the Council and Advisory Task Force, and CQE staff have observed local operations, talked with parents, attended program advisory council meetings, and conducted in-service training and orientation meetings for local staff persons. As noted in Chapter 5 which summarizes evaluation findings, the programs changed and the concept was clarified through this process.

Using Grants for Start-Up Assistance

As the Council and Advisory Task Force worked with this program, an important understanding emerged: the concept of early childhood and family education as implemented in Minnesota is unique. Consequently, members of the Council and Task Force feel that initiation of new programs should continue to use a negotiated grant, and that these programs should receive ample technical assistance. Reasons for this position include:

1. Costs and other needs related to the first few years of program services can vary considerably depending on the community and types of families served.

2. There is a possibility of misinterpreting the basic principle of the early childhood and family education program: enhancing the development of the young child by focusing on the family unit. Lack of familiarity with the program has resulted in attempts to use these funds for other purposes (e.g., providing only child care with no parent involvement or confining services to "target" families).

3. Building participation in the program and developing its credibility in the local community is a demanding task. Outreach and communication must be sensitive to misunderstanding about the purposes of the program. Participation is voluntary; if not properly informed, family members will not attend or will withdraw. Since the program is intended to serve families without regard to income, various methods of outreach may have to be used for various groups (e.g., low income persons, single parents, minority families).

4. Parent education efforts must be highly sensitive to the needs of the particular setting. Overly prescriptive attitudes by professional staff, lack of input from participants, use of content insensitive to cultural variations, and similar difficulties can arise.

5. Programs require especially competent administration and direction in their beginning stages. Elementary and secondary school staff and the local school board need to be oriented to the overall concept. Duplication of services provided by other agencies in the community should be avoided. Some programs may contract with non-school agencies to provide all or a portion of the program. These arrangements require administrative resourcefulness and patience, but can become highly successful forms of cooperation.

6. Securing optimal facilities for the local program is critical. Despite the general decline in elementary and secondary enrollments, adequate housing for a new program can be a problem. Unused school facilities are often closed, not reallocated. This creates space pressures in the remaining buildings which comprise a major obstacle to starting a new program. Good facilities for parent education and child development sessions present a new need in many districts, and technical assistance may be necessary.

7. Competent and committed staff are necessary for implementing early childhood and family education. In-service education and orientation, along with opportunities to share experiences with staff from other locations, are crucial.

Considerations Related to Formula Support

As a corollary point to the suggestion that new programs should receive funds through a negotiated grant, the Council and Task Force also recommend that established locations be converted to formula support. When a program has secured the confidence of the community and developed a strong implementation of early childhood and family education, it can operate successfully without substantial State monitoring.

The Council and Task Force suggest, in other words, that further State implementation should involve a process by which local programs receive fiscal and technical support through a negotiated grant during their first years of operation. When they are strongly established, their support should be transferred to a formula type of funding.

The development of an appropriate formula presents certain technical problems. As noted previously, it was initially suggested that school districts receive one-tenth of the per pupil unit allocation within the State foundation aid. It was also noted, however, that the term "pupil" is not precise for this program; the appropriate term is "participant", as inclusive of parent and child, and, in some cases, adolescent.

A second complexity stems from the fact that families participate voluntarily. How much they participate depends on their preferences and the format the local program selects. They may attend for several weeks or throughout a school year.

A third factor related to establishing a formula for funding is the use of a service format in which parent and family education is provided in the home. As noted in Chapter 7, these home-based and individualized forms of serving families can be more expensive than providing group sessions at the program's center. In certain communities, however, the local staff has found this format to be the most effective way of providing services to many families.

A fourth consideration is that local program costs do not have a simple linear relationship with the number of participating children and parents. Experience with the pilot programs shows that there are basic costs that exist regardless of the number of participants.

A fifth factor involved with identifying a formula is support received from other funding sources. As data in the preceding chapters show. CQE grant funds accounted for about 70 percent of the fiscal year 1980 total of local expenditures across the 36 programs. However, this proportion ranged from 45-100 percent among individual programs. Moreover, the availability of other funds may not continue to increase as the number of early childhood and family education programs grows.

A sixth complexity in formula development is that the legislation permits a local program to charge fees to parents who can afford to pay.

The Council on Quality Education and the Advisory Task Force have proposed that inclusion of formula in statute not occur during the fiscal 1982-83 biennium. Instead, it is suggested that this period be used to experiment with one or more versions of a formula to fund the most experienced and successful existing program. It is anticipated that the further experience gained then will produce an aid formula that would successfully support early childhood and family education programs as they become established in other areas of the State.

Cost for ECFE and the School Foundation Aid Formula

As pointed out previously, one way of developing an aid formula for early childhood and family education is to allocate a percentage of the State's foundation aid for schools. Table 8.1 shows the foundation aid enacted for fiscal years 1980-81, and projected through fiscal year 1983.

Table 8.1
Minnesota School Foundation Aid
Fiscal Years 1980-83

School Year	Foundation Aid Per Pupil Unit[a]
1979-80	$1,182
1980-81	1,265
1981-82	1,354
1982-83	1,499

[a]The "Pupil Unit" is a weighted count of pupils used to determine state aid to school districts. The average daily membership is weighted .5 for kindergarten students, 1.0 for elementary students, and 1.4 for secondary students.

Chapter 7 presented other data showing the average cost per participant across the early childhood and family education programs for fiscal year 1980 (Tables 7.3 and 7.4). Table 8.2 shows these figures as a percentage of the foundation aid for that year. This table also shows costs by participation two or more times and ten or more times, and costs and proportions in separate figures for children and adults.

Table 8.2
Average Cost of ECFE Per Participant
as a Percentage of the School Foundation Per Pupil Unit Aid
Fiscal Year 1980

GROUP	NUMBER PARTICIPATING		AVERAGE COST PER PARTICIPANT		PERCENT OF FISCAL 1980 FOUNDATION AID LEVEL[a]	
	TWO OR MORE TIMES	TEN OR MORE TIMES	TWO OR MORE TIMES	TEN OR MORE TIMES	TWO OR MORE TIMES	TEN OR MORE TIMES
Adults	6,584	3,359	338	663	29%	56%
Children	6,709	3,726	332	598	28	51
Adolescents[b]	N/A	240	N/A	N/A	N/A	N/A
Total	13,293	7,325	$168	$304	14%	26%

[a]The foundation aid level for fiscal year 1980 was $1,182.
[b]Adolescent participation is treated somewhat separately from that of parents and children, as described in Chapter 7.

The cost per participant two or more times from all sources of funding was $168 in fiscal year 1980, or 14 percent of the foundation aid level that year. The cost per participant ten or more times was $304, or 26 percent of the foundation aid level in fiscal 1980.

Table 8.2 also indicates that the cost per adult participant two or more times was $338 in fiscal 1980, or 29 percent of the foundation aid level. The cost per adult participant ten or more times was $663, or 56 percent of the foundation aid level.

The cost per child participating two or more times averaged $332 in fiscal year 1980, which is 28 percent of the foundation aid allocation. The cost per child participant ten or more times was $598, or 51 percent of the foundation aid per pupil unit.

Costs for Statewide Implementation

As discussed in Chapter I, the Council on Quality Education and the Advisory Task Force recommend that early childhood and family education be implemented throughout Minnesota. This recommendation stipulates that full implementation be phased in gradually and that application by local school districts continue to be voluntary.

Despite this recommended gradual implementation, it is informative to project current costs for ECFE at the statewide level. Population projections for children aged birth to five for fiscal years 1981 and 1982 were made using information provided by the Minnesota Office of the State Demographer. Table 8.3 reports the estimated cost of ECFE for all children aged birth to five years and their parents in fiscal 1981 and 1982 based on an average per participant cost (two or more times) of $168, the amount reported across the 36 programs in fiscal year 1980.

Table 8.3
Estimated Costs for Early Childhood and Family Education for Eligible Children Aged 0-5 and Their Parents, Fiscal Years 1981 and 1982

GROUP	FISCAL YEAR 1981	FISCAL YEAR 1982
Estimated Number of Children Aged 0-5	309,100	322,000
Estimated Number of Adults[a]	432,740	450,800
Estimated Total Eligible Participants	741,840	772,800
Estimated Costs at 100% Participation Level[b]	$124,629,120	$129,830,400
Estimated Costs at 16% Participation Level[b]	$19,940,659	$20,772,864

[a]Based on 1.4 eligible adults per eligible child in fiscal year 1980.
[b]Based on costs of $168 per participant two or more times in fiscal year 1980.

For fiscal year 1981, the estimated population of children aged birth to five is 309,100. The number of adults related as parents or caregivers (based on the ratio of 1.4 adults per child eligible to participate in fiscal year 1980, as identified in Chapter 6) is an estimated 432,740. The projected total of all eligible participants for fiscal 1981 is 741,840. Using the average cost of $168 for each participant in fiscal year 1980 would yield statewide implementation expenses of $124.6 million. Table 8.3 also shows comparable figures for fiscal year 1982. With an estimated 772,800 eligible participants, the overall cost would be approximately $129.8 million. If the proportion of participating adults and children continues at approximately 16 percent of eligible, however, the total costs would be between $19-21 million.

It should be noted that these are unrefined estimates. They do not reflect, for example, the added expense of inflation and the potential for an increasing proportion of eligible parents and children to participate in future years.

Experimenting with Alternate Formulas

By fiscal year 1982, five programs will start their eighth year of operation. An additional seven programs will begin their seventh year. It is anticipated that various formula alternatives would be used at these (and possibly other) sites to allocate funds. The Council and Task Force would utilize expert assistance to compile data from this experience and prepare a report for the 1983 Session of the Minnesota Legislature, suggesting a formula for financing proven early childhood and family education programs in subsequent years. Options to be explored would include:

1. Allocating funds based on the average cost per participant from all sources the preceding year, with adjustments made for inflation and for changes in the availability of non-CQE funds.

2. Allocating a flat award for basic program costs regardless of the number of participants and providing an additional set amount for each participant.

3. Allocating funds based on a count of "participant-hours" from the preceding year.

4. Allocating funds based on the number of participants multiplied by a percentage of the foundation aid allocation.

Further analysis of historical data on the costs of programs through the current year may yield additional options and variations. For example, regression techniques can be used to identify "latent" formulas across the grants that have been negotiated.

A central issue to be faced in development of a final formula will be its constraints on local programs. For example, a formula which differentiates only on the number of participants may encourage a "revolving door" service format. Such a formula could represent a silent State policy which removes the discretion that programs have of locally determining appropriate and feasible participation options. As programs try to increase their numbers, the impact on parents and children could be reduced through a growing impersonality in the service formats, as well as lowered involvement levels. Other negative results could include constant enlargement of geographic service area boundaries, reduction of services to families who may be difficult to recruit, and, finally, penalization of programs in sparsely populated areas.

In 1979, Philip Ledermann, a local program director from Mankato, explored potential formula funding mechanisms for early childhood and family education in an unpublished master's thesis. The resulting report (Ledermann, 1979) raises important questions and provides some valuable groundwork for further formula exploration. Several factors are cited as critical to formula development. These include:

1. number of participants;

2. definition of participation;

3. allowance factor for "hard-to-reach" families within eligible population;

4. the intensity of service provided;

5. allowance for transportation costs of home-based services;

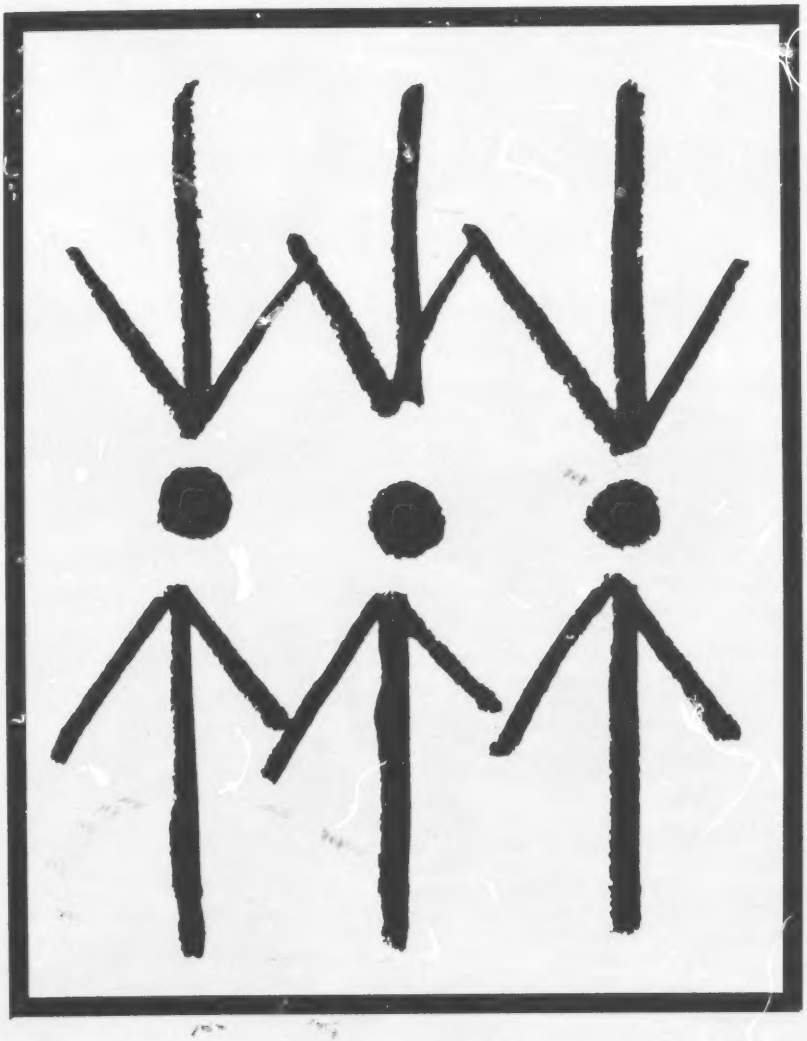
6. provision of services to adolescents; and

7. average cost per participant across existing early childhood and family education programs.
(Ledermann, 1979, p. 56)

Summary Comments

This chapter reviews the history of the grant-funding mechanism used in the Council on Quality Education's administration of early childhood and family education from inception of the programs in 1974 to the current time. Considerations for development of a funding formula, a central Council recommendation for the upcoming biennium, are discussed. For information only, the discussion includes estimates of costs for full statewide implementation of early childhood and family education. These would appear to be in the area of $21 million for fiscal year 1982, if the current proportion of participating parents and children were to remain constant.

The final portion of Chapter 8 summarizes potential formula options and related issues. Directions for further study are noted. A recommendation for implementation of trial approaches to formula funding in established programs, to conclude in a report to the 1983 Minnesota Legislature, is described.



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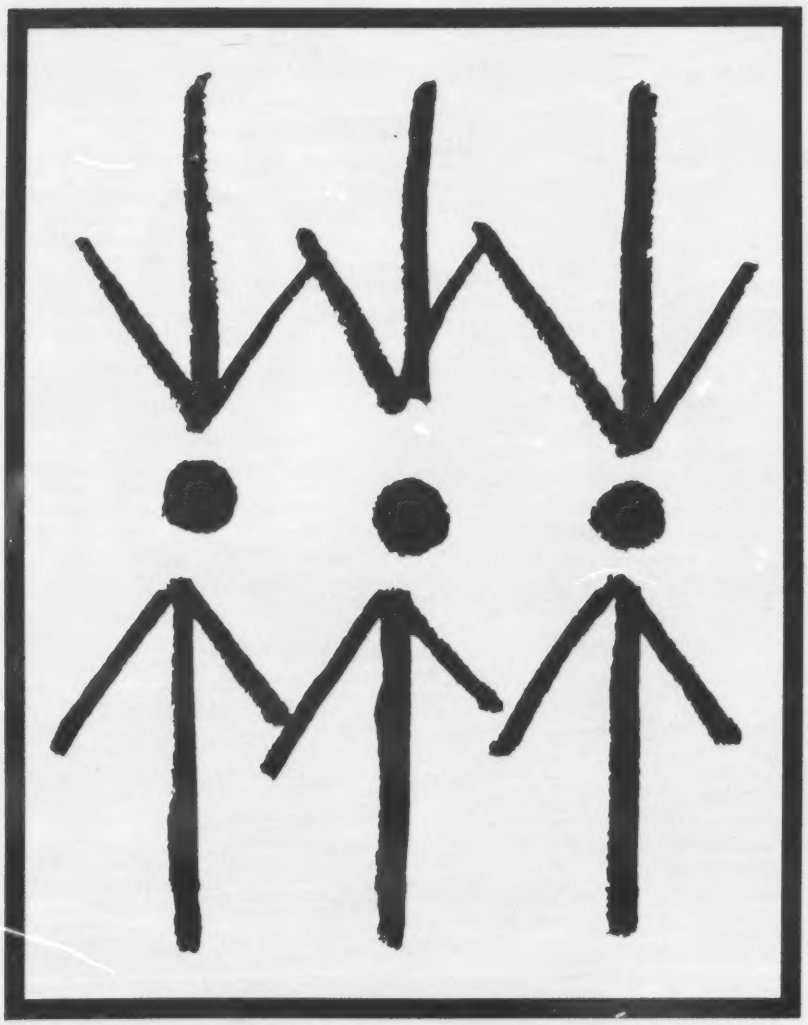

Section Five: Appendices

Appendix A: Council On Quality Education Legislation;
The Early Childhood And Family Education Act
1979 Minnesota Session Laws
Chapter 334, Article VII

Section 1. Minnesota Statutes 1978, Section 3.924, Subdivision 1, is amended to read:

3.924 (ESTABLISHMENT.) Subdivision 1. (MEMBERSHIP, TERMS.) There is hereby created a council on quality education consisting of 19 persons. The members of such council shall be appointed as follows:

(1) One member shall be appointed by the Minnesota education association;

(2) One member shall be appointed by the Minnesota federation of teachers;

(3) One member shall be appointed by the Minnesota school board association;

(4) One member shall be appointed by the Minnesota state advisory council for vocational education;

(5) One member shall be appointed by the Minnesota state advisory council for special education;

(6) One member shall be appointed by the state university board;

(7) One member shall be appointed by the state board for community colleges;

(8) One member shall be appointed by the regents of the University of Minnesota;

(9) One member shall be appointed by the private college council;

(10) One member from each congressional district and two members at large, shall be appointed by the governor with the advice and consent of the senate, none of whom shall be officers, employees or board members of state educational institutions, departments, agencies or boards.

Sec. 2. Minnesota Statutes 1978, Section 3.925, is amended to read:

3.925 (PURPOSE.) The legislature of the state of Minnesota expresses concern over the future of elementary and secondary education in this state, its ability to meet the educational needs of the public school students, the professional growth and satisfaction of school staffs, the effectiveness and efficiency of present schools and their learning processes, continuing pupil unit cost escalation and the resulting financial crisis which this brings about. New approaches to the learning process, better utilization of professional staff and community resources, different requirements as to course offerings, course content, grading, graduation and school attendance must be researched and developed. It is believed that revised programs, innovations, new attitudes about learning and the public schools' responsibilities can be effectively achieved if such research and development are performed by the council on quality education and at the local school level by the school's staff and with involvement by the students and their community. Although funds spent now for such purposes can produce substantial educational and cost benefits in the future, such capital type funds are seldom available within any single school district's budget.

The purpose of the council on quality education is, therefore, to encourage, promote, aid, and perform research and development for quality education in Minnesota elementary and secondary schools, to evaluate the results of significant innovative programs and to disseminate information about these programs throughout the state.

To these ends, the council through the state board of education shall establish a venture fund from which grants or loans may be made in support of research and development programs relating to the problems and objectives heretofore described which shall include but not be limited to:

(1) Effective utilization of community personnel and resources.

(2) Developing model personnel policies and procedures, and new staffing concepts such as differentiated staffing.

(3) Assessment and evaluation of education programs.

(4) Developing a management and unit of instructional objectives design which will provide accountability by relating time and dollars to the amount of learning produced.

(5) Determining responsibilities to be assumed by the schools exclusively or concurrently with other agencies or individuals.

(6) Effective dissemination of educational information.

(7) Developing new knowledge about learning and teaching.

(8) Developing model educational programs as alternatives to existing educational practices and curricula.

(9) Model programs and innovations to increase equality of educational opportunities.

(10) Research and testing of new concepts of educational efficiency, effectiveness and cost benefits.

(11) Comprehensive interdisciplinary programs in health education and comprehensive programs designed to innovatively coordinate and integrate the delivery of pupil support services.

The council shall not be limited to supporting innovations, programs or procedures supplementary to existing school structures and programs but may assist or research entirely new concepts such as open schools, informal schools and the like. It is the legislature's intent that any supported program shall hold promise of both educational and cost benefits and that the costs and improvements in learning effectiveness introduced thereby shall be measured and related.

The council may also review literature and other information about innovative programs in Minnesota and other states and disseminate the results of this research throughout the state. The council may identify ideas for innovative programs in the course of this research and solicit proposals from school boards for grants for such programs; provided not to exceed ten percent of the funds appropriated to the venture fund in any year may be expended to fund such research and programs.

The council shall make a report by November 15 of each even numbered year to the legislature concerning all research and all proposals received and the dispositions made thereof by the council and the state board of education.

3.926 (PROPOSALS.) Subdivision 1. (REQUIREMENTS.) The board of any local school district or any group of such boards may develop a proposal for a grant or loan in support of a research and development program of the kind described in section 3.925. Every such proposal shall include:

(1) a statement of the objectives of the program and the procedures for achieving the objectives;

(2) a description of the evaluation procedures for measuring the effectiveness of the program;

(3) provision for such fiscal control and fund accounting procedures as are necessary to assure proper disbursement and accounting for funds paid to the applicant;

(4) provision for administration of the program by the local school district, or in cooperation with other school districts, educational institutions, or local agencies under the supervision of the local school district; and

(5) a description of the involvement of local school staff, students, and members of the community in planning and implementing the program.

Subd. 2. (PROCEDURE.) Every program proposal shall be submitted to the council created by section 3.924, not less than three months before the planned commencement of the program. The council shall recommend approval or disapproval, or shall modify and then recommend such modification with respect to every proposal submitted to it. The council shall also recommend the amount and type of grant to be made in support of the proposed program in the light of the then currently available moneys in the venture fund, which information shall be provided to the council by the state board of education. The council

shall also recommend what rules and regulations, if any, shall be suspended or modified in order to implement the proposal. Only such proposals as are recommended for approval shall be transmitted by the council to the state board, and all such proposals shall be approved and funded from the venture fund by the state board as recommended by the council unless the state board, within 30 days of receipt of a proposal from the council, shall make other disposition of the proposal by formal board action. One half of each grant recommended by the council and funded by the state board may be deemed an interest free loan to be repaid over a five year period.

3.927 (STATE BOARD AND COMMISSIONER.) The state board of education shall develop and promulgate such additional recommendatory guidelines as may be appropriate for the furtherance of sections 3.924 and 3.927 and the development and implementation of the programs contemplated herein, for its benefit and the benefit of the council and applicants. The commissioner of education shall make available to the council at its request such staff as the council deems necessary to perform its functions. The council may also employ or contract for the services of outside consultants, and as much of the annual appropriation to the state department of education, made for the purposes of sections 3.924 to 3.927 as is necessary, shall be made available to the council for this purpose.

Sec. 3. Minnesota Statutes 1978, Chapter 3, is amended by adding a section to read:

(3.9276) (CITATION.) Section 3 to 6 of this article may be cited as "The Early Childhood and Family Education Act".

Sec. 4. Minnesota Statutes 1978, Chapter 3, is amended by adding a section to read:

(3.9277) (PURPOSE.) The purposes of sections 3 to 6 of this article are: (a) to strengthen families, (b) to help parents to provide for their children's learning and development, and (c) to help young children to develop their physical, mental and social potentials.

Sec. 5. Minnesota Statutes, 1978, Chapter 3, is amended by adding a section to read:

(3.9278) (DEFINITIONS.) Subdivision 1. As used in this article, the terms defined in this section have the meanings given them.

Subd. 2. "Early childhood" means the period of life before kindergarten and before age six.

Subd. 3. "Early childhood and family education programs" may include, but are not limited to, the following:

(a) Educational programs for parents on the physical, mental and emotional development of children and on the development of parenthood skills;

(b) Programs for the parents or guardians of children which are designed to strengthen the family unit and to assist the parents or guardians in providing sound early childhood learning and development;

(c) Libraries of books, toys and other educational materials which may be borrowed for home use;

(d) Activities designed to detect children's physical, mental, emotional or behavioral problems that are causing or might cause learning problems. Should the need for special help be found, the family shall be referred to an appropriate person or agency, but this program shall not pay treatment costs;

(e) Education for parenthood programs in secondary schools to increase the adolescent's awareness of the social, educational and health needs of children and of the role of parents in fostering a child's development;

(f) In-center activities;

(g) Home activity kits; and

(h) Community and resource information and referrals.

Sec. 6. Minnesota Statutes 1978, Chapter 3, is amended by adding a section to read:

(3.9279) (EARLY CHILDHOOD AND FAMILY EDUCATION PROGRAMS.) Subdivision 1. (AUTHORIZATION.) The school board of any district, however organized, which receives early childhood and family education moneys from the council on quality education shall provide those services in one elementary school attendance area, or an area within the district, if the council deems the area to be appropriate. The council on quality education shall prescribe the form and manner of application for the programs and shall select the grant recipients. These programs shall be as equally distributed as possible among districts in cities of the first class, in suburbs, and outside the seven county metropolitan area.

Subd. 2. (PROGRAM ACCOUNTS.) A district providing early childhood and family education programs shall establish and maintain a separate account for the receipt and disbursement of all funds related to the programs.

Subd. 3. (PARTICIPANTS' FEES.) A district may charge reasonable fees for early childhood and family education services; however a district shall waive the charge or fee if any participant is unable to pay it.

Subd. 4. (ADDITIONAL FUNDING.) A school district providing early childhood and family education programs may receive funds for the programs from other governmental agencies and from private sources, including any state or federal funds available for community education or parent education.

Subd. 5. (FEDERAL GRANTS.) Any district which has submitted a proposal to the council on quality education for an early childhood and family education program and has been denied funding for the program is encouraged to apply to the department of education for a grant for the program pursuant to the elementary and secondary education act of 1965, title 4C, as amended.

Subd. 6. (PROGRAM COORDINATION.) A district providing early childhood and family education services is strongly encouraged to coordinate this programming with related services provided in the district by other governmental agencies and may develop cooperative programs with nonprofit agencies. State government agencies shall cooperate with a school district in these coordination efforts. A district which provides early childhood and family education programs but does not coordinate its efforts with those of other governmental agencies shall submit an explanatory report to the commissioner of education within one year after the implementation of its programs and each year thereafter in which such coordination is not established.

Subd. 7. (ADVISORY COUNCILS.) The school board of a district providing early childhood and family education programs shall appoint an advisory council. Council members shall be selected from the school attendance area in which the programs are provided. A majority of the members shall be parents participating in the local program. The local advisory council shall assist the school board in the development, coordination, supervision and review of early childhood and family education services in the area and shall suggest priorities for child learning and development services in the community. The council shall report to the school board and the district community school advisory council, if that council has been established in the district.

Subd. 8. (ADVISORY TASK FORCE ON EARLY CHILDHOOD AND FAMILY EDUCATION.) The council on quality education shall appoint an advisory task force on early childhood and family education programs. The advisory task force shall be composed of parents of young children and persons knowledgeable in the fields of health, education and welfare. A majority of the task force shall be parents of young children. The advisory task force shall advise the council in the administration of the early childhood and family education programs. The terms, compensation and removal of members shall be governed by the provisions of section 15.059, subdivision 6. The task force shall expire June 30, 1981.

Subd. 9. (PERSONNEL.) A school board may employ and discharge personnel necessary for its early childhood and family education programs. All professional early childhood and family education personnel shall have the qualifications required by the council on quality education and the employing school district.

Subd. 10. (VOLUNTARY PARTICIPATION.) Participation by parents and children in early childhood and family education programs shall be voluntary and shall not preclude participation in other state or local programs. No school district shall discriminate in providing early childhood and family education programs on the basis of race, religion, sex or ethnic background, and no programs shall be used in whole or in part for religious worship or instruction.

Subd. 11. (STATE BOARD OF EDUCATION.) The state board of education shall:

(a) Annually review district early childhood and family education programs;

(b) Apply for funds which are, or may become, available under federal programs pertaining to early childhood and family education, including funds for administration, demonstration projects, training, technical assistance, planning, and evaluation;

(c) Encourage cooperation in the delivery of services by districts operating early childhood and family education programs;

(d) Inform the public about early childhood development services;

(e) Provide professional and technical assistance to school districts providing early childhood and family education programs.

Subd. 12. (NEGOTIATED GRANTS.) For the 1979-1980 and 1980-81 school years the council on quality education may fund up to 36 early childhood and family education programs according to the negotiated grants procedure in sections 3.924 to 3.927.

Subd. 13. (SPECIAL CATEGORICAL PROGRAM GRANT.) For the programs funded pursuant to subdivision 12, there is hereby created a special categorical program grant for those programs serving economically disadvantaged persons. The council on quality education shall apportion the grant money among the eligible programs in proportion to the estimated number of low income participants in each program compared to the estimated number of low income participants in all the eligible programs. For purposes of this apportionment, the estimated number of low income participants in a program shall equal the total number of participants in the program times the percentage of elementary pupils in the area served by the program who are eligible for free type "A" lunches pursuant to section 9 of the National School Lunch Act of 1946 as amended (42 U.S.C. 1758).

Sec. 7. (REPEALER.) Minnesota Statutes 1978 Sections 3.9271; 3.9272; 3.9274; and 3.9275 are repealed.

Sec. 8. (APPROPRIATIONS.) Subdivision 1. There is appropriated from the general fund to the department of education the sums indicated in this section for the fiscal years ending June 30 in the years designated.

Subd. 2. (COUNCIL ON QUALITY EDUCATION, VENTURE FUND GRANTS.)

For the council on quality education venture fund grants pursuant to sections 3.925 and 3.926, there is appropriated:

$775,000 1980,
$775,000 1981.

Subd. 3. (EARLY CHILDHOOD AND FAMILY EDUCATION.) For early childhood and family education programs pursuant to sections 3 to 6 of this article there is appropriated:

$1,650,000 1980.

Of this amount $196,000 is for the purpose of providing special categorical program grants pursuant to section 6, subdivision 13 of this article.

$1,767,000 1981.

Of this amount $214,000 is for the purpose of providing special categorical program grants pursuant to section 6, subdivision 13 of this article.

Subd. 4. Any unexpended fund balance remaining from the appropriations in this section for 1980 shall cancel and shall not be available for the second year of the biennium. None of the amounts appropriated in this section shall be expended for a purpose other than the purpose indicated.

Appendix B: State-Level Organizations And Agencies Related To Early Childhood And Family Education

1. American Montessori Society
2. Better Education Legislative Liaison
3. Day Care Licensing, Department of Public Welfare
4. Interagency Advisory Committee on Child Health Screening
5. Interagency Committee on Young Children and Their Families
6. Minnesota Association for Childhood Education International
7. Minnesota Association for Children with Learning Disabilities
8. Minnesota Association for the Education of Young Children
9. Minnesota Board of Teaching
10. Minnesota Child Care and Development Advisory Council
11. Minnesota Children's Lobby
12. Minnesota Council on Exceptional Children/Division of Early Childhood
13. Minnesota Council on Family Relations
14. Minnesota Early Childhood Teacher Educators
15. Minnesota Education Association
16. Minnesota Family Child Care Association
17. Minnesota Family Study Center
18. Minnesota Federation of Teachers
19. Minnesota Head Start Directors Association
20. Minnesota Home Economics Association
21. Minnesota Kindergarten Association
22. Minnesota Parent-Teacher-Student Association
23. Minnesota Vocational Association

Appendix C: List Of Supporting Reports

Anderson & Berdie Associates, Inc. Early Childhood & Family Education: A Program Outcome Assessment. St. Paul, Minnesota: Minnesota Council on Quality Education, 1980.

Colbert, J.C. Parent/Early Childhood Education Programs and Issues: An Overview. St. Paul, Minnesota: Council on Quality Education, 1977.

Council on Quality Education. Discussion synthesis of Policy Seminar with State Legislators, July 12, 1978.

Council on Quality Education. Discussion synthesis of meeting with principals of elementary schools served by 22 ECFE programs, September 13, 1978.

Council on Quality Education. Discussion synthesis of meeting with staff of 22 ECFE programs, September 22, 1978.

Council on Quality Education. Minutes of Early Childhood Task Force, State Department of Education, November 22, 1978.

Council on Quality Education. Discussion synthesis of meeting with representatives of state-level organizations and agencies related to early childhood education, December 7, 1978.

Early Childhood Education in Six Midwestern States: Program Administration and Policy Development. St. Paul, Minnesota: Minnesota Department of Education, 1977.

Hess, K. and J. Bowers. Evaluation Report: Thirteen Second-Year Early Childhood & Family Education Programs. St. Paul, Minnesota: Minnesota Council on Quality Education, 1980.

Joiner, L. M. An Evaluation Summary of Early Childhood and Family Education Pilot Programs, Fiscal Year 1977. St. Paul, Minnesota: Minnesota Council on Quality Education, 1978.

Ledermann, P. A Rationale for Formula Funding of Early Childhood & Family Education Programs in Minnesota. An unpublished master's thesis. Mankato State University, Mankato, Minnesota, 1979.

Patton, M.Q. An External Review of Early Childhood and Family Education Pilot Programs. Minneapolis, Minnesota: Minnesota Center for Social Research, 1977.

Patton, M.Q. Parent Evaluations of Early Childhood/Family Education Programs. Minneapolis, Minnesota: Minnesota Center for Social Research, 1978.

Patton, M.Q. et al. The Quality of Early Childhood/Family Education Programs: An Evaluation Perspective. Minneapolis, Minnesota: Minnesota Center for Social Research, 1978.

Patton, M.Q. The Council on Quality Education Administered Early Childhood & Family Education Program: A Perspective on Impact. Minneapolis, Minnesota: Minnesota Center for Social Research, 1979.

Patton, M.Q. Review of Parent Self-Assessment Pre-Test Results, Fall, 1979. Minneapolis, Minnesota: Minnesota Center for Social Research, 1980.

A Report to the Legislature: Grants for Early Childhood and Family Education Programs. St. Paul, Minnesota: Minnesota Council on Quality Education, 1978.

Report to the Legislature: Council on Quality Education Grants in Fiscal Years 1980-81. St. Paul, Minnesota: Minnesota Council on Quality Education, 1980.

A Synopsis of Cost and Participation Data for Early Childhood and Family Education Programs for Fiscal Year 1977. St. Paul, Minnesota: Minnesota Council on Quality Education, 1977.

The above documents are available on request from: Minnesota Council on Quality Education, 722 Capitol Square Building, St. Paul, Minnesota 55101 (612/296-5072).